City of Lancaster General Plan

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City of Lancaster

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TABLE OF CONTENTS

NOISE ELEMENT

SEISMIC SAFETY ELEMENT

SAFETY ELEMENT

AIR QUALITY ELEMENT

Introduction

The Role of Planning

The City of Lancaster. It is land, people, houses, businesses, industry, parks, schools, libraries, roads, utilities, open space, Joshua Trees, wildflowers, wildlife, and economic activity. These are the vital parts of a city.

These elements of the city are constantly changing: population increases, new homes are constructed, vegetation is removed to accommodate development. Change in any one affects all others, as they are intricately linked. New employment results in new residents which, in turn, creates a demand for new homes, roads, parks, schools, and so on.

To accommodate change, resources must be allocated; land, money, and labor are allocated for the construction of housing. All resources have a finite limit; there is only so much land and money. Ultimately, continuing growth and change will exhaust the capacity of the available resources. Deficient resource allocations results in a deteriorating quality of life for a city; roadway congestion, insufficient schools and parks, excessive taxation, and so on. As a consequence, it is necessary to establish priorities for the proper allocation of scarce resources among competing demands. This necessitates an understanding of the potential changes or demands on the physical, economic, social, and environmental resources which will be faced by a city in the future, an assessment of their capacity, and a program for their allocation or conservation. This is the role of planning.

The General Plan

The General Plan is a policy document designed to give guidance to those making decisions affecting the allocation of resources and future shape and characer of the City of Lancaster. It, therefore, represents the official statement of the City of Lancaster regarding the development needed to achieve its physical, economic, social, and environmental goals. Although it is comprised of individual sections, or "elements", each dealing with a particular area of planning concern, the General Plan embodies a comprehensive approach in which the total range of community concerns and issues are treated in an integrated manner.

Integrated into this plan are the nine elements mandated by the State of California and two elective elements. These include Land Use, Circulation, Housing, Environmental Resources Management (consolidating Conservation, Open Space, Scenic Highways, and Parks and Recreation), Noise, Seismic Safety, Safety, and Air Quality. A separate Environmental Impact Report (EIR) has been prepared on this plan.

Preparation of the General Plan

In February 1978 the Lancaster City Council appointed a 14 member Citizens Advisory Committee (CAC) composed of residents and business

leaders and assigned them the responsibility for the preparation of a General Plan for the City. Shortly thereafter, Envicom Corporation was retained to structure, guide, and provide technical input to the planning process. The CAC completed their work and submitted their proposed General Plan to the City in September 1979. Copies of the draft plan were made available for public review and four hearings were conducted by the City Planning Commission. On 25 October 1979, the Commission adopted the Plan with a number of revisions and submitted the Plan to the City Council. Four public hearings were conducted by the City Council, followed by the Plan's adoption with modifications on 7 April 1980 (Resolution 80-16).

Revisions

As the City and its resources are everchanging, it is periodically necessary to update and revise the General Plan. State law permits as many as three revisions of any plan element in one year. On the other hand, the plan must be updated no less often than every five years.

Relationship to Zoning

Zoning is generally considered the primary tool for implementing the General Plan. California state law requires that these be consistent with one another.

This Document

This document consolidates into a single text pertinent background information and all issues, goals, objectives, policies, and programs for each General Plan element. This consolidated General Plan is structured in the following sections:

1. Framework for the Plan
2. Land Use Element
3. Circulation Element
4. Housing Element
5. Environmental Resources Management Element (consolidating the Conservation, Open Space, Scenic Highways, and Parks and Recreation Elements)
6. Noise Element
7. Seismic Safety Element
8. Public Safety Element
9. Air Quality Element

Plan Framework

Framework for the Plan

The Planning Area

The General Plan covers not only all territory within the corporate boundaries of the City of Lancaster, but also takes into account the area outside the City which in the City's judgment, "bears relation to its planning." This "planning area" encompasses the land bounded by 80th Street West in the west, 80th Street East in the east, Avenue C and Edwards Air Force Base in the north, and the Sierra Pelona foothills and City of Palmdale in the south.

Population Forecast

Historically, Lancaster's population growth rate has been erratic, subject to the frequent fluctuations in the aerospace industry. In January 1979 the City had an estimated population of 45,365. Because of the historic variations in the growth rate and the uncertainty of the proposed Palmdale International Airport (PMD), a series of population forecasts have been formulated for the General Plan.

The foundation for these are the two general projections methods used and accepted by the State of California and Southern California Association of Governments (SCAG): E-O and D-150. The first, E-O, is a conservative projection which reflects the actual rates of growth during the last decade. It accounts for the decline in and stabilization of a lower birth rate and reduction of immigration to the State which has been experienced.

This series forecasts an annual growth rate of 0.4 percent for the County of Los Angeles. However, it is recognized that the City of Lancaster and surrounding Antelope Valley areas may be more competitive than other Los Angeles County areas in attracting future employment opportunities and population. As a consequence, the E-O series projects a more optimistic annual growth of 2.3 percent for this area, without development of Palmdale International Airport.

Alternatively, the D-150 population series is a more optimistic projection which reflects a higher rate of immigration and birth. These are close to the rates experienced in the area during the mid-1950s to the late 1960s. For the County of Los Angeles, the D-150 series projects a per annum increase of 1.1 percent. For the same reasons as the E-O series, a more optimistic rate of 5.2 percent per year is forecast for the City of Lancaster and its neighboring Antelope Valley areas.

Of the factors which may significantly alter the rate of population growth, one is paramount: development of Palmdale International Airport (PMD). Though its scale of activity has been substantially reduced from earlier plans, PMD will still incur a significant impact on the City's growth. Currently, PMD is projected to serve one (1) million annual passengers

(MAP) in 1990, eight (8) MAP in 1995, and twelve (12) MAP in 2000*. An additional 54,300 residents would be attracted to the region by 2000 at these operational levels. It is estimated that 60 percent of the population growth generated by the airport will be accommodated in the City of Lancaster. This would yield an additional 32,580 residents in the City by the year 2000.

Population forecasts for the City of Lancaster using the series E-O and D-150 growth rates, with and without Palmdale International Airport, in five-year increments, are listed below. Their range is substantial. The highest and lowest are separated by almost 91,000 persons, or 124 percent. Selection of one, however, as "the estimated population" does not appear reasonable because of the variables affecting its level, and the range is used for future planning purposes. Recent growth rates and economic trends suggest that the E-O forecast with the development of PMD is, currently, the most credible (105,712 residents in 2000). Monitoring of actual development in the next five years will assist in refining this forecast.

CITY OF LANCASTER POPULATION FORECAST

	Series E-O Annual % Increase: 2.3		Series D-150 Annual % Increase: 5.2	
Year	Population w/o PMD	Population w/PMD	Population w/o PMD	Population w/PMD
1979	45,365	45,365	45,365	45,365
1980	46,408	46,408	47,724	47,724
1985	51,997	51,997	61,492	61,492
1990	58,258	63,418	79,231	84,391
1995	65,273	79,133	102,088	115,948
2000	73,132	105,712	131,538	164,118

Employment

Though no thorough census updates have been conducted of the Lancaster area since 1970, surveys and assessments have been undertaken which provide a general indicator of the current character of the labor market. Estimates of the City's employment opportunities are listed below.

*Arthur D. Little, Inc., Environmental Impact Report for Palmdale International Airport.

1978 ESTIMATED EMPLOYMENT OPPORTUNITIES
LANCASTER LABOR MARKET[1]

Industry	Employment	Percentage
Airport	300	1.0
Agriculture	1,400	4.8
Industrial[2]	5,000	17.2
Transportation, Communications, and Utilities	900	3.1
Commercial[3]	12,000	41.4
Government	6,400	22.1
Construction	3,000	10.3
Total Job Opportunities	29,000	100.00
Population: 90,059		
Participation Rate: 34.3		
Employment Demand:	30,890	
Net Leakage:	- 1,840	

[1]Arthur D. Little, Inc. (PMD EIR), Southern California Association of Governments.

[2]Includes manufacturing; warehousing, fabrication, and assembly; research and development; and wholesale trade.

[3]Includes retail trade; commercial recreation; finance, insurance and real estate; and professional/personal services.

Estimates of the future employment opprotunities in the Lancaster market area in the year 2000 have been developed for the two baseline population forecasts, E-O and D-150, with and without the development PMD. These are listed in the following table.

ANTELOPE VALLEY EMPLOYMENT FORECAST

	1978[1]		2000									
	Total	%	%	E-0 w/o PMD		E-0 w/PMD		D-150 w/o PMD		D-150 w/PMD		
Population	90,059											
Labor Participation Rate		34.3	35	148,522		202,822		274,709		329,009		
Total Employment Demand	30,890			51,982		96,148						
Current Job Opportunities	29,000											
Net Leakage	1,890	6.1										

Employment by Industry				Total Emp.	Net Incr.	PMD Gen. Emp.[2]	Total Emp.	Net Incr.	Total Emp.	Net Incr.	PMD Gen. Emp.[2]	Total Emp.	Net Incr.
Airport	300	1.0		-	-	7,215	7,215	6,915	-	-	7,215	7,215	6,915
Agriculture	1,400	4.8	3	1,559	159	-	1,559	159	2,884	1,484	-	2,884	1,484
Industrial[3]	5,000	17.2	22	11,436	6,436	1,432	12,869	7,869	21,153	16,153	1,432	22,585	17,585
Transp, Commun., Util.	900	3.1	4	2,079	1,179	591	2,670	1,770	3,856	2,956	591	4,447	3,547
Commercial[4]	12,000	41.4	43	22,353	10,353	11,084	33,437	21,437	41,344	29,344	11,084	52,428	40,428
Government	6,400	22.1	23	11,956	5,556	2,415	14,371	7,971	22,114	15,714	2,415	24,529	18,129
Construction	3,000	10.3	5	2,599	(401)	1,762	4,361	1,361	4,807	1,807	1,762	6,614	3,614
T O T A L :	29,000			51,982	23,282	24,500	76,482	47,482	96,148	67,458	24,500	120,648	91,658

[1]Southern California Association of Governments; Arthur D. Little, Inc. (PMD EIR).

[2]Arthur D. Little, Inc. (PMD EIR).

[3]Manufacturing, warehousing, fabrication and assembly research and development, and wholesale trade.

[4]Retail trade; commercial recreation; finance, insurance, and real estate, and professional/personal services.

1. Land Use Element

Existing Land Use

The City of Lancaster is characterized by its low density, sprawling pattern of uses. The overall density of developed residential areas is three dwelling units per acre. This is in contrast with the County of Los Angeles average of seven units per acre. Large lots and residential tracts intermingled with vacant parcels account for this density. Contributing further to its sprawling character is the City's "checkerboard" pattern of development. In the older community center (bounded generally by 15th Street West, Avenue H-8, Avenue K, and 10th Street East), there is a cohesive and concentrated pattern of urban uses. Outward from this, development is fragmented, with residential tracts and commercial centers separated by large tracts of vacant land. Though the densities of some recent residential projects are higher than found historically in the community, the undeveloped intervening parcels reduce their effective density.

Commercial development is widely scattered throughout the City, along major arterials and in small centers near major intersections. No singular commercial activity center exists at the present time. Historically, the Lancaster Boulevard area was the focal point for the community's retail needs. Recent commercial development has shifted west to 15th Street West vicinity due to the construction of the Antelope Valley Freeway. Strip commercial developments characterize Sierra Highway, Avenue I, Avenue J, Avenue K, and 10th Street West.

Generally, industrial uses are limited to the Sierra Highway corridor, adjacent to the Southern Pacific Railroad. Near the northwest corner of Air Force Plant 42, south of Avenue L-8 and east of Sierra Highway, a number of aircraft related industries have developed. In the area north of Avenue I and east of 10th Street East are a number of scattered moderate intensity industries (including a steel fabrication facility).

In the southwest portion of the City, at 30th Street West and Avenue K, is located Antelope Valley College. This is a two-year community college serving the greater Antelope Valley. A second facility of regional consequence, Antelope Valley Fairgrounds, is located at Division Street and Avenue I. It is the home of the annual Antelope Valley Fair and various festivals and exhibitions.

Few parks and recreation facilities are found in the City. Jane Renolds Park, at Fern Avenue and Avenue J, is the only park of significance. Though it is only seven acres in size, the park functions as a community facility. Currently in development is a major community park in the vicinity of Avenue K-8 and 10th Street West. Other small parks are scattered throughout the City.

To the northwest of the City is located Fox Field. Small, private and commercial aircraft operate at the facility. A number of small aircraft-related commercial uses have located nearby. To the City's west, on Avenue I, between 60th and 50th Street West, the County of Los Angeles operates a minimum security detention facility, Mira Loma.

Existing land uses in the City's corporate limits are listed below.

CITY OF LANCASTER
EXISTING LAND USE

Land Use	1979 Estimated* Acreage		Percentage Total Land	Percentage Total Urban (excl. ROW)
Residential	5,382			80.3
Low Density, Single Family		4,922		
Medium and High Density		65		
Mobile Homes		395		
Commercial	672			10.0
Industrial	123			1.8
Public, Institutional	427			6.4
Open Space and Recreation	95			1.4
TOTAL URBAN USE:	6,699		28.3	100.0
Right-of-Way	4,432		18.7	
Urban		3,096		
Rural		1,336		
Rural or Undeveloped	12,549		53.0	
TOTAL:	23,680		100.00	

*Envicom Corporation estimates derived from extrapolations of the 1976 land use inventory (automated data file) of Southern California Edison Company, prepared by Environmental Systems Research Institute and updates provided by City of Lancaster staff.

Future Land Use Demand

Estimates of the future land use demand attributable to each of the four population and employment projections for the City of Lancaster have been prepared. These are listed in the following table.

ESTIMATED YEAR 2000 LAND USE

Population Series	Existing 1979 Acres[1]	Projected Year 2000 Demand Population Series: E-0 w/o PMD Net Increase	E-0 w/o PMD Total	E-0 w/PMD Net Increase	E-0 w/PMD Total	D-150 w/o PMD Net Increase	D-150 w/o PMD Total	D-150 w/PMD Net Increase	D-150 w/PMD Total
Residential	5,382	1,467	6,849	2,968	8,350	4,311	9,693	5,926	11,308
Single-Family[2]	4,922	1,209	6,131	2,402	7,324	3,523	8,445	4,813	9,735
Multiple[3]	460	258	718	566	1,026	788	1,248	1,113	1,573
Commercial	672	276	948	571	1,243	780	1,452	1,075	1,747
Neighborhood[4]		56		121		172		238	N.A.
Community[4]		24		52		74		102	
Regional[4]		49		70		88		109	
Other[4]		147		328		446		626	
Industrial	123	322	445	343	466	808	931	830	953
Public	427	138	565	332	759	455	882	648	1,075
Parks	95	234	329	380	475	497	592	643	738
TOTAL URBAN USE:	6,699	2,437	9,136	4,587	11,286	6,851	13,550	9,122	15,821
Right-of-Way									
Urban	3,096	672	3,768	1,521	5,076	2,337	5,522	3,320	6,310
Rural	1,336	(274)	992	(507)	829	(809)	349	(1,106)	18
Rural or Undeveloped	12,549	(2,765)	9,784	(5,455)	7,094	(8,240)	4,309	(11,115)	1,434
T O T A L :	23,680	-	23,680	-	23,680	-	23,680	-	23,860

[1] Southern California Edison Company land use inventory and Envicom Corporation estimates.

[2] Does not include residential of less than 3.0 units/acre.

[3] Includes mobile homes and mobile home parks.

[4] Estimates of existing use by this category are not available.

Land Use Issues

The following have been identified as the land use issues (constraints and opportunities) of the City of Lancaster and its planning area:

1. The appropriateness of and extent to which the City should allocate its physical, economic, social, and environmental resources to accommodate projected population growth and its concomitant urban development. Considerations include the availability of land, infrastructure (water, sewer, energy, roadways, etc.), public service, (police, fire, schools, etc.), and revenue; capacity of environmental resources; compatibility of new development with existing development lifestyles; public acceptability; and the quality of life.

2. The appropriate pattern of future urban development. Options include (1) widely spread uses at very low densities over vast areas, (2) concentrations of uses at medium and high densities in a relatively small area, or (3) clustering of uses at variable densities. Impacts on the provision and costs of public services, transportation systems, air quality, energy consumption, noise, lifestyles, and other related factors must be weighed in structuring future use allocations.

3. The amount of land which should be designated for urban development. Excessive use allocations promote urban sprawl and fragmentation which increase the costs of public utilities and services and traffic, air pollution, and energy consumption. Insufficient allocations increase the costs of land and improvements and promotes a shifting of economic activity to undeveloped land outside of the City.

4. Environmental constraints and hazards to existing and future development; including flooding, seismic risk, brush fire, liquefaction potential, expansive soils, and septic limitations. Extensive areas of the City and planning area are subject to the street flooding of Amargosa, Anaverde, and Little Rock Creeks and Neenach, Fairmont, and Mira Loma Washes. The northwest portion of the City is characterized by its poor soils and liquefaction potential. The City's proximity to the San Andreas fault would expose its residents to severe shaking during an earthquake.

5. The sensitivity of environmental resources to new development. Located in the City are the rare and endangered Alkalai mariposa and Mojave spineflower. These, as well as the relatively unique Joshua tree, desert woodland, and desert wildflowers are sensitive to and could be adversely impacted by the intrusion of development. Major vegetative communities are located in the southwest of the City and adjacent to 10th Street East, north of Avenue H-8.

6. Numerous small and fragmented parcels throughout the City. Due to years of speculation, most land parcels have been subdivided to small

sizes. Large vacant parcels in the central community sufficient in size for the development of major commercial, residential, or industrial facilities are scarce. This promotes leapfrogging patterns of development.

7. Interface among dissimilar land uses. When a use whose characteristics incur significant impacts on an adjacent use, the conflict most often results in physical and economic deterioration and/or social disruption. The siting of residences in areas of high noise exposure (along railroad tracks, in airport approach and takeoff corridors, along freeways, near steel fabrication plants), adjacent to unsightly industrial and commercial storage yards, areas exposed to odors and equipment exhaust, and adjacent to hazarous uses (e.g. explosive manufacturers) are indicative of the potential conflicts which yield long-term problems for a community.

8. The ability and costs to provide public utilities and services to new developments. As population growth and inflation continue, the costs of providing services to meet the needs of the residents escalate. This is occurring at a time in which there has been significant reductions in the ability of the City to attain revenue to provide for these costs. In the future, the dual issues of the appropriate level of public services which should be provided and the appropriate sources of revenue must be faced.

9. Redevelopment of deteriorating community areas. Commercial and residential uses in the historic core of the City have declined in physical quality and economic activity during the last decade. Competing commercial centers and new residential tracts have attracted those who formerly used and/or resided in this area. Lower income groups and secondary commercial establishments have replaced the earlier occupants. Of concern, is the maintenance and enhancement of this area as an economically and socially viable element of the City.

10. Effective enforcement of the General Plan. The General Plan can be either an effective mechanism in guiding the City's future development and allocation of scarce resources or as a state-mandated, but disregarded, inconvenience. If used properly, and updated to account for the passage of time and development of more persuasive policies, the plan can yield a well-balanced and maintained system of physical, economic, social, and environmental resources. Disregard can result in conflicts, hazards, pollution, excessive costs, and other significant problems.

11. The appropriateness of the annexation of land in the planning area to the City. A City's corporate limits usually are arbitrary boundaries which bear little resemblance to its zone of influence or market for services. Most of Lancaster's residents are employed outside of the City and many non-residents use the City's services. In theory, the City's jurisdictional boundary should encompass the employment centers which are in proximity to its residents (e.g. Air Force Plant 42) and its service population. The City of Palmdale's corporate limits preclude some of these opportunities. However,

other areas, such as Fox Field and its potential as an employment center for Lancaster residents, still afford the opportunity for inclusion within the City's boundaries.

12. The character and pattern of new commercial development; strip, clustered, or a combination. Commercial development in the City of Lancaster is located in (1) shallow linear strips, usually one business deep, along major thoroughfares and (2) clusters of a number of establishments linked to the major thoroughfares. Generally, the former dominates the cityscape and is found along Avenue I, Lancaster Boulevard, Avenue J, Avenue K, 10th Street West, Sierra Highway, and segments of Division Street. Most recent commercial developments have clustered into multi-tenant centers. The new Von's Center at 20th Street West and Avenue J and Antelope Valley Center (Mervyn's, Longs Drug Stores, etc.) exemplify this trend. This shift to clustered development recognizes the inherent long-term economic and environmental problems associated with "strip" development. Heavy traffic on thoroughfares, poor accessibility, the inability of a customer to make more than limited purchases at a single stop, and general unattractiveness act to inhibit patronage of "strip" developments when clustered alternatives are available. Historically, "strip" commercial economically and physically deteriorates when competition is introduced and becomes a serious problem of blight.

13. The design quality of development in Lancaster. Generally, the City of Lancaster is characterized by its sprawling, low density residential developments, some with extensive landscaping, overhead utility lines, abundant signage, poor streetscape, extensive asphalt and concrete pavings, vacant lots covered with debris, lack of identifiable focal points, and poorly maintained industrial and commercial yards. Visually, the City conveys a poor design image. Many recent developments have attempted to improve the visual environment through extensive landscaping and greater attention to design detail in new structures. Continued sensitivity to this issue is crucial in developing a positive image for the City.

14. Responsibility for the assumption of the costs for new development. Every resident is affected directly or indirectly by the costs of providing infrastructural (water, sewer, energy, communications, roadways, flood control, solid waste) and socio-cultural (museums, libraries, recreation, senior citizens) services. Recent tax initiatives (Proposition 13 and 4) have limited the revenue available and ability of the City to provide these services. Of concern is the assumption of responsibility to provide services to meet future demands.

Land Use Goals, Objectives, and Policies

Goal

It shall be the goal of the City of Lancaster to manage the use of its land so that development occurs in an orderly and beneficial manner which recognizes and is sensitive to opportunities and constraints imposed by the City's infrastructural, environmental, and social resources.

Objectives

It shall be the objective of the City of Lancaster to:

1. Promote development, while protecting the character of existing neighborhoods, minimizing its impacts on environmental resources, incurring no adverse economic costs for its residents, and yielding social benefits.

2. Reconcile existing and prevent future discordant land uses by establishing adequate interface among conflicting uses and functions.

3. Support the protection of open space and recreational resources while providing for appropriate development.

4. Provide areas where residential, commercial, industrial, recreational, open space, and public service uses may be developed in harmonious patterns and with all the necessities for a satisfactory living environment.

Policies

It shall be the policy of the City of Lancaster to:

Issue One: Population Growth and Urban Development

1. Accommodate population growth and associated land use development within the City of Lancaster and its planning area within the limits of the natural environmental, economic, and/or urban systems.

2. Evaluate the costs, benefits, and trade-offs of further development beyond the capacities of the natural environmental, economic, and/or urban systems.

3. Encourage further development only as the capacities of supporting systems are expanded.

4. Provide for development in the City and encourage similar action in its planning area which is consistent with the Plan and encourage other governmental and private agencies to do the same.

Issue Two: Pattern of Population and Land Use Development

1. Accommodate population growth and land use development in multi-nucleated centers consisting of a diversity of land use types and densities.

2. Encourage the maintenance and renewal of existing developed areas.

3. Encourage urban development in areas served by streets, water, sewerage, and other public services.

4. Facilitate expansion of urban service areas as demand warrants in areas contiguous to those already served.

5. Preserve the open space, historic buildings, recreational opportunities, and the distinct identities of neighborhoods.

6. Interpret the General Plan land use map residential designations as averages to provide for the clustering and/or mixing of dwelling unit types.

Issue Three: Capacity of the Plan

1. Designate sufficient land to accommodate projected growth and a "reasonable" excess to provide adequate flexibility.

Issue Four: Environmental Constraints

1. Limit and control future land use development in areas considered to be significantly hazardous to the health and welfare of the public unless appropriate corrective measures can be implemented.

2. Regulate land uses within flood-prone areas and apply appropriate development standards in their surrounding floodplains, to be designated as "Floodprone Management Areas."

3. Acquire where feasible, floodways or watercourses for park and recreational uses which can be developed within environmental constraints.

4. Accommodate industrial land uses in consideration of their impact on local and regional air quality and prevailing climatological conditions.

5. Cooperate with appropriate jurisdictional agencies to pursue programs to mitigate the flooding attributable to watersheds affecting the City and its planning area.

6. Encourage groundwater recharge in suitable areas.

Issue Five: Environmental Sensitivities

1. Direct development away from designated areas exhibiting high levels of environmental sensitivity unless effective mitigation measures can be implemented.

2. Minimize the disruption and degradation of environmental systems (vegetative, wildlife, geologic, water, air, climate) as land use development occurs.

3. Encourage and support enforcement of state and federal controls on pollutant (air, water, biotic, visual, noise) sources and, as appropriate, effectuate local controls.

Issue Six: Land Parcelization

1. Encourage the preservation of large parcels, as feasible, to facilitate economic land use development.

2. Discourage premature land fragmentation to lessen the need of parcel assembly necessary for signficant land use developments.

3. Provide incentives to developers and land owners for the assembly of parcels into economically viable units and retain the option for participation in such assembly.

4. Allow for a reversion of zoning to its original designations when the zoning of a property has been increased in density or intensity of use and is not developed within a "reasonable" period of time.

Issue Seven: Land Use Compatibility

1. Provide for the development of land uses in a compatible and orderly manner. Those which exhibit conditions which conflict shall not be permitted to locate adjacent to one another or shall be required to implement measures to realize an effective interface (e.g., buffer, wall, etc.).

2. Prohibit the development of noise-sensitive uses (residential, schools, health care facilities, libraries, museums, etc.) in areas exposed to noise levels in excess of a CNEL of 65 dB(A) from freeways, railroads, airports, major highways, and rapid transit lines unless external mitigation measures can be implemented (e.g., free standing walls, earth berms, etc.) which effectively reduce the noise exposure.

3. Encourage and implement, as feasible, noise abatement techniques along the Antelope Valley Freeway, Southern Pacific Railroad, and other major transportation corridors to protect existing adjacent noise-sensitive uses.

4. Limit odor-generating uses and any other sources of localized air pollutants to those areas of the City which will not adversely affect other land uses.

Issue Eight: Public Services

1. Encourage the development of public services to meet the needs of the City of Lancaster and its planning area; including health, education, police and fire protection, public transportation, government

operations, recreation, cultural, utility, and others which may be appropriate.

2. Locate public sevices and facilities so that they are easily accessible to the residents.

3. Establish a major civic and cultural center to be a focal point for the community's identity. Such would include governmental administrative offices, libraries, museums, performing arts facility, public meeting halls, and other community-oriented uses.

Issue Nine: Redevelopment

1. Encourage the redevelopment of deteriorating urban areas including rehabilitation, demolition, and rebuilding as appropriate.

2. Encourage and enforce pertinent ordinances for continued maintenance and renovation to prevent community deterioration.

3. Conduct redevelopment programs when deemed appropriate by the City in accordance with California State Law.

4. Identify and designate for study potential redevelopment areas (survey areas) throughout the City. Initially, those which should be considered include:

   a. The area bounded by Avenue I, 10th Street West, Division Street, and Avenue J;

   b. all areas within 400 feet of the centerline of the Southern Pacific Railroad line; and

   c. the area north of Avenue I, between Cedar Avenue and Division Street.

5. Residential densities should be increased adjacent to existing "strip" commercial areas to encourage economic maintenance and revitatlization of the commercial areas.

Issue Ten: Implementation of Enforcement of the General Plan

1. Require adherence to the policies and programs of the General Plan Elements. Processed amendments which deviate from the Plan's intent shall be carefully weighed for appropriateness and impact. Flexibility of the General Plan shall be encouraged as a means of accommodating changing demands and lifestyles and including innovation for the benefit of the community. However, the General Plan shall not be flexible to the point that policies become meaningless as an active and persuasive tool in guiding the community's future.

2. Projects conforming to the intent of the Plan and the Master Environmental Impact Report shall be considered for a Negative Declaration. If significant effects beyond those spelled out by the

Master Environmental Impact Report are found, a "focused" Environmental Impact Report shall be prepared.

3. When appropriate, the City shall utilize performance standards to apply to development of the City of Lancaster. Such techniques as "Planned Development" shall be encouraged.

4. Develop an effective zoning ordinance to implement land uses policies and the following criteria should be considered for proposed rezonings beyond those uses depicted on the plan:

   a. The impact of the proposed change on the immediate area, City, and its environs;

   b. the proposed change will not materially add to the existing surplus of such zoning in the City and it shall be clearly demonstrated that the need for such rezoning cannot be met by the resource of existing zoning; and

   c. the proposed rezoning is consistent with the policies prescribed elsewhere in this Element and the Land Use Plan.

5. Encourage innovation, efficient use of land, design merit, and provision of amenities over strict adherence to prescribed zoning and development standards.

Issue Eleven: Expansion of Corporate Limits

1. Expand corporate limits to accommodate urban development in areas which have the ability to attain economic, social, and environmental benefit to the City.

Issue Twelve: Commercial Development

1. Encourage the development of an appropraite mix of centralized and "strip" or linear, commercial uses. The former should be developed to serve the regional, subregional and community demands; the latter to meet specified needs of the community and neighborhood units.

2. Maintain the economic viability of existing "strip" commercial areas by designating adjacent areas for medium- and high-density residential development where appropriate.

3. Structure commercial centers to function as focal points for neighborhood groupings.

Issue Thirteen: Community Design

1. Improve key entry points of the City of Lancaster by landscaping and attractive signage.

2. Establish landscaping and signage standards for commercial centers.

3. Restrict billboard development to specified commercial areas of the City.

4. Establish design criteria for on- and off-premise signs and billboards.

5. Support a long-range program for the underground relocation of overhead power distribution facilities, telephone lines, and other utility services.

6. Utilize landscaping among major thoroughfares (parkways, median strips, etc.) to provide visual interest. Native vegetation should be utilized as feasible to emphasize the environmental characteristics of the area.

7. Establish a system providing for variation in the use of street trees, lighting, and other details to give streets better visual continuity and provide differentiation between through streets and local streets. The variations could include size, spacing, and species of street trees and other landscaping; color, intensity, spacing, and design of lighting fixtures; color, size, and design of street signs; and color tint or texture of pavement.

8. Develop a common graphic format for street and public facility identification and traffic control signage.

9. Encourage the inclusion of open spaces in subdivisions and provide for their linkage.

10. Encourage the landscaping of the banks of flood control channels with trees as a strong visual element in the City.

11. Locate and design public facilities to act as a major visual element of overall community appearance.

12. Implement appropriate design measures to ensure buffering between commercial, residential, and industrial areas.

Issue Fourteen: Costs of Urban Services

1. Require that as non-contiguous development occurs, the project shall bear all the costs directly attributable to the demand it places on urban services and establish a procedure for reimbursement by the City to the developer for the assessment of intervening projects as they occur.

Land Use Policy Map

It shall be the policy of the City of Lancaster to accommodate development in its corporate limits according to the Land Use Plan[1]. Further, the City shall encourage that development in its planning area be accommodated according to this plan.

City of Lancaster Land Use Plan

Consistent with the policies articulated in this element, the Land Use Plan for the City of Lancaster provides for the (1) reinforcement of the existing pattern of land uses and (2) establishment of new commercial and industrial centers and residential neighborhoods. Conceptually, the overall organizational framework for the City's uses consist of two elements: (1) a series of activity and functional centers and (2) a linear industrial/circulation corridor. These function as "anchors" around which other land uses are focused. Major community centers, corridors, and sub-areas include:

1. Regional Commercial District

   Approximately 175 acres flanking 10th Street West and south of Avenue K are designated for regional commercial uses. This will serve as a primary focal point for commercial activity for the residents of the greater Antelope Valley. Undeveloped areas on the periphery of this center, to the east and southeast, are allocated for high density residential uses. To the southwest is the currently developing Civic Center Park and commercial uses. The western boundary is defined by the Antelope Valley Freeway and the north by existing single family residential.

2. West Lancaster Sub-Regional Commercial Center - Antelope Valley College Corridor

   To serve the shopping needs of the estimated 60,000 to 70,000 residents of the areas of the City west of the Antelope Freeway, Quartz Hill, and in the foothill communities, a sub-regional commercial center will be accommodated in the vicinity of 30th Street West and Avenue L. Acting as a nucleus of development, moderate and high density residential will be accommodated on its periphery. The moderate density units would be extended north in a corridor along 30th Street West to Antelope Valley College, which would function as another center.

3. East Lancaster Sub-Regional Commercial Center

   To serve the shopping needs of the residents of the City east of Sierra Highway, an estimated 40 acres in the vicinity of 20th Street East and Avenue J has been allocated for sub-regional commercial

[1] In a pocket in the back of this document.

uses. Areas immediately surrounding this center are designated for high and moderate density residential.

4. Lancaster Boulevard ("Downtown") Center

Commercial areas in the City's historic downtown area, along Lancaster Boulevard, are designated for intensification and redevelopment. To increase the viability of these uses, adjacent residential areas, between Avenues I and J, are designated for evolution or redevelopment for high density residential use.

5. Sierra Highway Industrial Corridor

A variable width corridor of land east of and adjacent to Sierra Highway and the Southern Pacific Railroad is allocated for light and medium density industrial uses. Areas along the corridor's perimeter, generally, Division Street, are allocated for moderate density residential and commercial use.

6. Airport Industrial Park

Approximately 1,600 acres east of the Antelope Valley Freeway and between Avenues L and M, are allocated for light industrial use. Adjacent to U.S. Air Force Plant 42, the area is intended for aerospace, research and development, office, and other high technology uses.

7. Avenue I and 20th Street West Center

Areas flanking the intersection of Avenue I and 20th Street West are designated for highway-oriented and/or neighborhood commercial uses. Surrounding areas, including those adjacent and parallel to the flood control channel, are designated for moderate density residential uses.

8. Avenue J to Avenue K and Antelope Valley Freeway to 12th Street West Mixed Use Center

In a center established east of the Antelope Valley, flanking 15th Street West, and between Avenues J and K, a mixture of commercial and high and moderate density residential uses is designated. Generally, the commercial uses are located along Avenue J and adjacent to the freeway. Immediately adjacent areas which are undeveloped are allocated for moderate and high density residential use.

9. Avenue I Corridor

Moderate density residential uses are designated for a variable width corridor along Avenue I between 10th Street East and 22nd Street East. Those surround highway-oriented and neighborhood commercial centers which will be accommodated at Avenue I and 10th and 20th Streets East.

10. Avenue K and 10th Street East Center

Areas flanking the intersection of Avenue K and 10th Street East are allocated for highway-oriented and neighborhood commercial uses. North of Avenue K, the areas surrounding these are designated for moderate density residential use.

The remainder of the City is characterized by smaller commercial and industrial centers and residential neighborhoods of varying densities. Generally, the areas allocated for the lowest density residential development are located on the City's periphery.

In certain areas, development of these land uses will necessitate the exercise of measures to protect the land and use against the harmful effects of flooding and excessive noise exposure. Floodprone areas are found in the northwest of the City, east of and adjacent to the Antelope Valley Freeway, and east of the Sierra Highway-Southern Pacific Railroad corridor. Noise impacted areas are found along major highways, the Southern Pacific Railroad, and in a broad corridor between Avenues L and M, generally east of the freeway.

Planning Area Land Use Concept

Outside of its corporate limits in the planning area, it is the policy of the City of Lancaster to continue the previously defined land use plan of the County of Los Angeles, with variation in the Fox Field vicinity. Conceptually, the plan recognizes and reinforces two centers, both separated from the City by very low density residential and agricultural uses. These centers include:

1. Quartz Hill

Quartz Hill is an existing community to the southwest of the City, characterized by its low density, single family residential character. Local neighborhood-serving commercial, clusters of moderate density dwellings, and schools are scattered throughout the area. The plan allows for the continuation and reinforcement of this pattern of uses. Community and highway-oriented commercial uses will be accommodated on 40th Street West, between Avenues L and M, and at the intersection of 45th Street West and Avenue L. Clusters of moderate density residential will be accommodated in a number of areas west of 55th Street West, between Avenues L and M, and on Avenue L, between 40th and 45th Streets West. Low density residential areas extend to 75th Street West in the west, Avenue H in the south, 40th Street West in the east, and Avenue L in the north.

2. Fox Field

Fox Field is recognized as a potential attractor of industrial and commercial development. To accommodate these uses, a variable width corridor of one-half to one mile is allocated on the airport's perimeter. This would also function as a potential expansion area for the airport itself. Commercial uses will be accommodated at the airport's entry on 50th Street West. Recognizing that it is unlikely

that the entire corridor would be developed in the near-term, the western and northern segments are designated as an "airport buffer" which would accommodate a number of interim uses, as well as industrial, commercial, and airport facilities.

Two other significant uses are dispersed in the City's planning area. Between Avenues I and J and 50th and 60th Streets West is the County of Los Angeles, Mira Loma Detention Facility. To the north of the City, between Avenues C-4 and D and 20th Street West and Sierra Highway is the County of Los Angeles Sanitation Treatment Plant and associated facilities.

Adjacent to the City, flanking 20th Street West between Avenues G and H, an area is designated for commercial recreational uses. This recognizes the opportunities afforded by Lake Lancaster, west of 20th Street West.

Remaining areas within the City's planning area are designated for very low residential densities, at one dwelling for each 2.5 acres and less. This designation permits the continuation and enhancement of agricultural activities.

As in the City's corporate limits, development of some of these uses will necessitate the implementation of measures to protect the property and use from the hazards of flooding. These areas are delineated on the plan.

Land Use Classifications and Standards of Development

Classifications of use depicted on the land use map are general and each encompasses a range of discrete uses. The mechanism which precisely defines the type of use which may be accommodated on any parcel within the general allocations of the Land Use Plan is the Zoning Ordinance. Though one is general and the other specific, the Plan and Ordinance must be consistent. The following outlines the types of use which may be accommodated within each Land Use Plan classification of use. In addition, general standards of development and flexibility are specified.

RESIDENTIAL

Classifications

NU1 — Non-urban Residential, Very Low Density: a maximum of one (1) dwelling unit per two and one-half gross acres.

NU2 — Non-urban Residential, Low Density: a maximum of one (1) dwelling unit per gross acre.

RL — General Residential, Low Density: one (1) to three (3) dwelling units per gross acre.

R — General Residential: three (3) to seven (7) dwelling units per gross acre.

MR — Moderate Density Residential: 7.1 to 15 dwelling units per gross acre.

MR2 — High Density Residential: 15.1 dwelling units per gross acre and greater.

Standards of Development

1. Density designations do not imply a dwelling unit type (e.g. 7 dwelling units per gross acre is developed for single family units); rather, the average number of units which may be accommodated regardless of type or mix.

2. Clustering and a mixture of unit types is encouraged, according to the following conditions:

   a. open space is classified as a "non-buildable" area, availale for recreational use and aesthetic relief;

   b. the development complies with the City's Planned Unit Development guidelines; and

   c. there are no adverse impacts on adjacent properties.

Envelopes of Flexibility

All residential density classifications: a flexibility distance of 330 feet[1], provided that the following conditions are attained:

1. The relationship among land use types depicted by the Land Use Plan are maintained (e.g. higher densities adjacent to and buffering industrial and commercial uses);

2. Adequate sewage treatment and water supply can be provided;

3. No revisions to the Circulation Plan for primary and secondary street locations and width, freeway interchanges, or railroad overpasses are necessitated;

4. No significant adverse environmental impacts are realized.

COMMERCIAL

Classifications

C — General Commercial: a broad spectrum of uses fall into this category, including the traditional concepts of "community", "neighborhood", and "highway-oriented" commercial. These may include supermarkets, small clothing stores and gift shops, shoe stores, drug stores, hardware stores, jewelry stores, specialty stores, fast-food facilities, restaurants, professional offices, automobile service and gasoline supply, banks and savings and loan establishments, medical offices and clinics, motels and hotels, cleaners and laundries, movie theaters and entertainment facilities, automobile sales, and other similar functions.

SRC — Sub-Regional Commercial: uses serve a market of 25,000 to 50,000 residents. These may include one small to medium department store, supporting clothing and service stores, specialty stores, banks and other financial establishments, gift stores, restaurants, supermarkets, cleaners and laundries, hardware stores, professional offices, medical offices and clinics, and other like functions. It would contain 100,000 to 250,000 square feet of commercial floor area.

[1]All flexibility distances are measured from the legal property line.

RC Regional Commercial: uses which serve a market area of many square miles and a population of 150,000 to 200,000. Potential uses would include major department stores, supporting clothing and service stores, specialty stores, gift stores, restaurants, theaters, professional offices, banks and other financial institutions, motels and hotels, entertainment facilities, automotive sales and service, medical offices and clinics, and other like functions. It would contain 400,000 to 1,000,000 square feet of commercial floor area.

Envelopes of Flexibility

1. Regional Commercial: no flexibility to the north, south, or west, a maximum of 165 feet to the east.

2. Sub-Regional Commercial:

   a. East Lancaster Center (vicinity of 20th Street East and Avenue J): location in any direction from the intersection is acceptable, provided that:

      1) development occurs in any of the four quadrants provided that is not smaller than 20 acres and a minimum of 20 acres is retained in one quadrant;

      2) development extends a maximum of 1,320 feet from the intersection; and

      3) a buffer of moderate and high density residential is maintained in accordance with the general relationships depicted on the plan.

   b. West Lancaster Center (vicinity of 30th Street West and Avenue L): location on the northeast quadrant only.

3. General Commercial: a maximum of 165 feet, excepting across a major or secondary arterial.

Conditions of Development for Commercial Uses Whose Aggregate is Less than 10 Acres and is not Depicted on the Plan

1. An aggregate of 10 acres may be developed at the intersection of any arterials, not depicted on the land use map, provided that no additional commercial use exists or is planned (designated by zoning and/or the General Plan) within 1,320 feet.

2. An aggregate of 5 acres may be developed at the intersection of any secondaries or a secondary with an arterial, not depicted on a land use map, provided that no additional commercial use exists or is planned (designated by zoning and of the General Plan) within 1,320 feet.

3. Commercial development must be compatible with adjacent development uses as measured by:

   a. traffic/circulation adequacy

   b. noise

   c. lighting

      1) spillover on adjacent properties
      2) neighborhood ambient levels
      3) general visibility

   d. visual quality

      1) architectural character
      2) landscaping
      3) building colors, materials and texture
      4) building mass and bulk
      5) siting and setback

   e. signage

   f. accessibility

4. Commercial developments in excess of 10 acres at arterial intersections and secondary-arterial intersections, not depicted on the land use map, will necessitate an amendment to the General Plan.

5. As any arterial commercial aggregate attains 8.0 acres and secondary and secondary-arterial aggregate attains 4.0 acres (as determined by zoning and/or tract map approval), the City shall undertake a study to determine the appropriateness of an amendment to the General Plan.

INDUSTRIAL

Classification and Conditions of Development

LI — Light Industry: shall be clean, non-polluting, not emit offensive odors, attractively landscaped, and visually attractive. Emphasis is placed on development in accordance with "industrial park" standards of visual and physical quality. Generally, the category would include "research and development" types of industries, small manufacturers, etc.

MI — Medium Industry: by definition, medium industry is normally less atrractive than light industry, due to the nature of its operation. It should be heavily landscaped and screened to prevent visual blight. Care should be taken to preserve regional air quality.

Envelopes of Flexibility

All designations are fixed except the area north of Avenue H-8 and east of Division Street, which shall have flexibility of 330 feet.

PUBLIC FACILITIES

Classifications

P — Public Facilities: uses in the public ownership would include governmental administrative facilities (City and County), police and fire stations, community centers, arts and cultural facilities, museums, libraries, and other like functions.

Envelopes of Flexibility and Conditions of Development

1. Existing facilities: locations are fixed.

2. Future facilities: unless property is publicly owned, the location of future public facilities are not depicted on the land use map. Their location will be variable, as they should be dispersed throughout the City to efficiently serve the residents.

SCHOOLS

Classification

S — Schools: uses include public and private schools. Existing schools are specifically delineated, future schools are represented symbolically.

Envelopes of Flexibility

1. Existing elementary and high schools: no flexibility.

2. Proposed high schools: variable. The precise location is a function of population necessity to support the facility; i.e., the frequency of schools is related to the residential density and characteristics of the household (number of children). The following should serve as a general guide to their precise location:

   a. they should be centralized relative to neighborhoods that they serve; and

   b. they should be located on arteral streets.

3. Proposed elementary schools: variable. In general, the same conditions as high schools should be met, except they should not be located on arterials. Since they service a smaller residential area, they should be located as a focal point of the neighborhood, not on the periphery.

PARKS

Classification

PK — Parks: uses include publicly-owned parks. Existing parks are specifically delineated, future parks are represented symbolically.

Envelopes of Flexibility

1. Existing uses: locations are fixed.

2. Future uses: unless property is publicly owned, specific park sites are not depicted on the land use map. Their locations will be variable, as they should be dispersed to meet the needs of the residents (refer to the Environmental Resources Management Element).

AIRPORT BUFFER

Classification

B — Airport Buffer: to preserve the "integrity" of the operations and potential expansion of Fox Field and its compatibility with adjacent land uses. Uses which may be accommodated include agricultural production, industry, recreation, treatment plants, energy sub-stations, non-sensitive commercial or other similar types of use.

Envelopes of Flexibility

The "Buffer" extends one mile (or as designated on the land use map) on all sides of Fox Field and is fixed.

HEALTH CARE FACILITIES

Classification

H — Health Care Facilities: uses include publicly and privately-owned hospitals and health care facilities.

Envelopes of Flexilibility

1. Existing uses: locations are fixed.

2. Future uses: unless property is publicly owned or privately held with the intent to develop, locations for future health care facilities are not depicted on the land use map. Their specific location will be a function of the dispersal of and accessibility to the population.

SPECIAL MANAGEMENT AREAS

A number of areas within the City of Lancaster and its planning area are impacted by adverse environmental conditions which necessitate implementation of special design measures to accommodate the underlying land use designation. If corrective measures cannot be successfully employed, uses shall be limited to those allowed by the existing parcel. These overlays will include:

Classifications and Conditions of Development

F — Floodprone Management Areas: for development to proceed, appropriate protective measures shall be implemented, subject to approval of the City Engineer. The project could not adversely affect the drainage on adjacent properties and any development or design features which would increase the level of the "design flood" by more than one foot shall be offset by approved design improvements (at the developer's expense).

N — Noise Impact Management Areas: for development to proceed, appropriate protective measures shall be implemented, subject to approval of the City Engineer. These measures require that in areas exceeding an Ldn of 65 dB(A):

1. Residential uses at densities greater than one unit per existing parcel cut or one acre, whichever is smaller, shall be accommodated only if any of the following noise attenuation measures can be successfully implemented:

   - construction of a noise attenuation barrier (concrete block wall, earthen berm, trees, etc.) between the source and receptor which effectively reduces the exposure of the site to a level below an Ldn of 65 dB(A), or

   - dwelling units can be sited outside of the Ldn of 65 dB(A) contour.

2. Critical noise-sensitive uses (e.g., schools, health care facilities) shall be specifically excluded.

3. Non-sensitive industrial, commercial, agricultural, open space, and public utility (substations, treatment plants, etc.) shall be permitted.

HM — Hillside Management Areas:

1. Terrain where the average slope exceeds 15 percent are classified as "Hillside Management

Areas." The objective of this classification is to relate the number and distribution of structures and land uses to the topographic, geological, and hydrological conditions of the hillsides so that the terrain will retain its natural and scenic character, and the danger to life and property by the hazards of fire, flood water pollution, soil erosion, and land slippage will be minimized.

2. Consistent with these objectives, compatible uses have been identified for lands located within the Hillside Management Areas. These uses include residences, recreation, agriculture, mineral extraction, and certain other uses commonly found in hillside areas.

   Residential densities shall be limited to those defined in the table given on the following page. It is intended that densities may be accumulated and developed in a "clustered" manner on the flatter lands, in a manner consistent with development in rural hillside areas.

   Provision of open space in a natural state is also an important part of the Hillside Management Area concept. To this end, a minimum of 75 percent of the Hillside area to be included within a development proposal shall be retained in a natural condition. Where the average slope of the property, or portion thereof, exceeds 50 percent, 90 percent of that portion of the property which exceeds 50 percent slope shall be retained in a natural condition. Within these required natural areas, replacement of vegetation required for fire suppression purposes or recreational riding and hiking trails (requiring minimum grading) will be permitted.

   The following slope/development/open space standards shall apply to the designated Hillside Management Areas:

Average Slope	Max. Project DU/AC	Min. O/S
15 - 29.9%	0.5	75%
30 - 49.9%	0.2	75%
50%+	0.05	90%

   Areas of one acre or more within the designated Hillside Management Area which have an average slope of less than 15 percent may be developed in accordance with the Non-Urban Category.

3. Roadway right-of-way requirements should vary to reflect the unique topographic characteristics of hillsides. When considering a specific project, the developer should work closely with the City Engineering and Planning Departments to determine the minimum width necessary for health and safety.

V Vegetation Management Areas (VMA): these areas contain significant stands of Joshua Trees and California Juniper, the threatened Alkalai mariposa and Mojave spine flower, or fragile riparian and desert wash habitat. Development in accordance with the underlying land use designations can proceed provided that the following protective mitigation measures are taken:

Joshua Tree and California Juniper Habitat (south of Avenue L and west of 20th Street West

a. Eighty (80) percent of existing Joshua Trees and California Juniper, or a percentage determined by a qualified botanist to be sufficient for the habitat's continued productivity, shall be retained.

b. On submittal of zone change application or subdivision map, whichever is precedent, the developer/owner shall include:

(1) an aerial photograph of the site
(2) a report by a qualified botanist which
    (a) depicts the location of each Joshua Tree and California Juniper on the site
    (b) discusses their age and health
(3) a plan for the attainment of the above standard
(4) a site landscaping plan

Alkalai Mariposa and Mojave Spine Flower Habitat (Areas bounded by 3rd Street East, 10th Street East, Avenue H, and Avenue I and (2) Division Street, 5th Street East, Avenue L, and Avenue M)

a. All Alkalai mariposa and Mojave spine flower vegetation, or a percentage determined by a qualified botanist to be sufficient for the habitat's continued productivity, shall be retained.

b. On submittal of zone change application or subdivision map, whichever is precedent, the developer/owner shall include:

(1) an aerial photograph of the site
(2) a report by a qualified botanist which
    (a) depicts the location and distribution of Alkalai mariposa and Mojave spine flower on the site
    (b) discusses their age and health
(3) a plan for their preservation
(4) a site landscaping plan

Desert Creeks and Washes

a. All riparian and desert wash vegetation determined to be significant and necessary for its continued productivity shall be preserved.

b. On submittal of zone chage application or subdivision map, whichever is precedent, the developer/owner shall include:

(1) an aerial photograph of the site
(2) a report by a qualified botanist which
    (a) depicts the location and distribution of significant riparian and desert wash vegetation on the site
    (b) discusses the significance of the vegetation and justifies the need for its preservation
(3) a plan for the preservation of those habitats considered significant
(4) a site landscaping plan

Land Use Programs

Programs presented in this section establish a framework for guiding the management of land uses in the City of Lancaster and its planning area in accordance with the policies of this element. These programs represent a coordinated set of actions which when implemented will enable the City to obtain the goals set forth in response to defined issues. Any program may relate to any one or a combination of goals and/or policies. These include:

1. The City Council should adopt and enforce the Land Use Map and its standards of developmet for its corporate limits.

2. The City should encourage the County of Los Angeles to incorporate pertinent land use goals, policies, and standards cited in this element for the City's planning area.

3. The City of Lancaster Zoning Ordinance should be modified to be consistent with the land use policies and goals cited herein. Increases in zoning density should be accommodated at the initiation of the property owner only and not as a unilateral action by the City.

4. Zoning increases granted at the request of the landowner should be held valid for a two (2) year period and if development has not commenced in that period the zoning should revert to its original classification. An extension should be granted only if the owner can adequately demonstrate that development will proceed in twelve (12) months.

5. Modification of the existing zoning to uses and densities greater than permitted by the plan will necessitate a change in the General Plan, three of which are permitted during any year. Criteria which should be used in evaluating the appropriateness of plan changes should include:

    a. economic costs and benefits,

    b. significant environmental effects,

    c. compatibility with adjacent land uses,

    d. impacts on traffic and circulation systems,

    e. adequacy of public service systems to accommodate the change, and

    f. impacts on the long-term development phasing of the City.

6. Each procedure for amending the General Plan shall consider any and all requests for modifications according to policies and procedures to be established by the Planning Commission and City Council.

7. For proposed land use developments contiguous with existing uses consistent with the goals and policies of this plan, the City should establish an "environmental record" consistent with the requirements of the California Environmental Quality Act (CEQA) and consider the appropriateness of the issuance of a "Negative Declaration." When inconsistencies are noted (e.g. density, site coverage, height, etc.), an "Initial Study" and, when appropriate, "Focused Environmental Impact Report" addressing relevant impact issues should be proposed. Projects located outside of the central Lancaster area should be subject to an "Initial Study" and, if significant effects are identified, a "Focused EIR" prepared.

8. The City Planning Department should encourage the submittal, adoption, and inclusion of "Specific Plans" in the General Plan for significant residential, commercial, industrial and mixed use development, pursuant to Article 8, Section 65450 et seq of the California Government Code.

9. The City should establish procedures for the use of "development rights transfer" for the preservation and conservation of properties considered to display special socio-cultural, historic, and/or environmental significance. This process should only be initiated by the City and would involve:

    a. designation of areas by the City which are currently zoned for use which should be preserved as open space or of a use or density less than permitted by the zoning; as a potential "transfer of development rights" parcel (TDR);

    b. as the landowner seeks to develop a TDR parcel, the City should seek to find owners of other parcels who wish to obtain development rights greater than permitted by the zoning on their property and negotiate with these a financial sale, or transfer, of development rights from the parcel to be preserved/conserved to the other parcel;

    c. the City must determine, in a formal, circulated report, that the transfer of development rights will;

        (1) not incur significant economic costs to the City and its residents,

        (2) not accrue significant adverse environmental effects,

        (3) not incur incompatibilities among adjacent land uses,

        (4) not be accompanied by a change of zoning or General Plan designation on parcels adjacent to the parcel to which development rights are being transferred,

        (5) not exceed the capacity of public service systems required to support the greater use, and

(6) not adversely affect the long-term development phasing of the City.

10. The City adhere rigorously to the "standards of flexibility" and "conditions of development" cited in this plan.

11. The City should pursue the expansion of public service infrastructural and socio-cultural systems as demand occurs and it can be demonstrated that sufficient revenue is available or will be generated to support the system(s). Normal assessment procedures should be continued. When development is proposed which is non-contiguous to existing systems, the City and/or affected service agency shall:

    a. identify the costs of providing service to the project;

    b. design the service facility to be sufficient to accommodate the demand which would be generated by the land uses permitted in the area between the proposed project and existing service facility;

    c. identify the costs of the design improvements necessitated by the project and those in the intervening area; and

    d. assess the developer for his pro rata share of these improvement and service costs.

    Public service programs should include, but not limited to:

    a. Sewage Systems (County Sanitation District 14)

        (1) Expansion of service lines

        (2) Expansion of the treatment facility

    b. Water Systems (Lancaster Annex No. 4, County-Quartz Hill Water District, Palm Ranch Irrigation District)

        o Expansion of service lines

    c. Energy Systems (Southern California Edison Company, Southern California Gas Company)

        (1) Expansion of service lines

        (2) Implementation of and encouragement of energy conservation measures

        (3) Expansion of generation systems

    d. Roads, Highways, and Transit

        (1) Development of and expansion of systems consistent with the policies and programs of the Circulation Element

(2) Development of new modes of travel

(3) Encouragement of reduced vehicle miles traveled

e. Communication (Pacific Telephone)

o Expansion of service lines

f. Solid Waste

(1) Expansion of solid waste removal routes

(2) Establishment of new disposal sites

g. Flood Control

(1) Amargosa and Anaverde Creeks should be channelized (soft bottoms, swales, concrete boxes, or other means) in urban areas.

(2) Arterial and secondary highways should be designed to assist in carrying flood waters through the City.

h. Civic and Cultural (museums, libraries, performing arts, etc.)

(1) Expand as sufficient revenue is available

(2) Disperse in proximity to the user community

(3) Establish a civic center area as the focal point of community activity, incorporating libraries, museums, meeting rooms, and other appropriate facilities.

i. Public Safety (Police and Fire)

(1) Expand the personnel and facilities as required,

(2) Dispense throughout the community to meet the needs of the residents.

j. Health Services

(1) Expand the personnel and facilities as required.

(2) Develop a systematic service delivery system, composed of central treatment facilities, dispersed clinics, and, as appropriate, mobile treatment units.

k. Recreation

o Expand consistent with the policies and programs of the Parks and Recreation component of the Environmental Resources Management Element.

12. The City should designate the following as redevelopment "survey areas" and initiate studies to determine the appropriateness of developing a Redevelopment Plan:

    a. The commercial-industrial strip along the Sierra Highway and Southern Pacific Railroad right-of-way.

    b. The area bounded by 10th Street West, Avenue I, Division Streets, and Avenue J.

    c. The area north of Avenue I, between Sierra Highway and Division Street.

13. The City should initiate the preparation of a master landscaping plan for the public rights-of-way and properties in the City. This plan should identify the vegetative species suitable for the desert climate, specify a planting strategy and costs, and identify funding mechanisms. An aggressive fund acquisition program should be pursued.

14. The City should establish arthitectural and urban design standards for all classes of development in the City, which would include:

    a. siting of structures and building coverage,

    b. mass relationships of structures to the site and other structures,

    c. building form and height,

    d. color,

    e. materials (structure and facade),

    f. signage,

    g. landscaping,

    h. parking and access,

    i. paving,

    j. general design quality, and

    k. solar access.

    An architectural review committee composed of City staff and/or qualified professionals should be established to review development proposals.

15. A sign ordinance should be prepared and adopted by the City Council.

16. The City should initiate annexation feasibility analyses of areas within its planning area. First priority should be directed at the inclusion of Fox Field.

17. The City shall initiate a site-specific noise analysis of the areas exposed to noise levels exceeding an Ldn of 65 dB(A) attributable to U.S. Air Force Plant 42 to determine the validity of the A.I.C.U.Z. study.

2. Circulation Element

Existing Circulation System

Roadway System

The primary link between the City of Lancaster and the Los Angeles Basin is the Antelope Valley Freeway. On weekends, high volumes of traffic originating in the Los Angeles Basin use the Antelope Valley Freeway to reach mountain and desert recreational areas to the north. The Antelope Valley Freeway and Sierra Highway (which parallels the Freeway through Lancaster and Palmdale) also provide access to Palmdale Airport (Lockheed and Air Force Plant 42) and Edwards Air Force Base, the two principal employment sites of Lancaster's residents.

Although not yet fully constructed, with the City itself, the basic street network comprises a regular grid system with one-mile spacing between primary arterials. Secondary arterials occur, or are planned for, at intervening half-mile spacing. Notable exceptions to the regular grid pattern are Sierra Highway and Lancaster Boulevard. Sierra Highway parallels the route of the Southern Pacific Railroad through the City, whereas Lancaster Boulevard, the City's historic "main street", jogs between 10th Street West and Division Street so as to be perpendicular to the S.P.R.R.

Local streets also generally follow the rectangular grid system, although some fo the newer subdivisions are departing from this pattern with curvilinear streets being introduced.

Current volumes on primary arterials in the City are in the order of 5,000-25,000 vehicles per day and 5,000-15,000 vehicles per day on secondary arterials.

Avenue J carries the highest volumes of any east-west street in the City (18,600 to 24,600 vehicles per day between 10th Street West and 5th Street East). Comparatively high volumes also occur on Avenues I and K, and Lancaster Boulevard.

The most heavily traveled routes in the north-south direction are 10th Street West, Sierra Highway, and Division Street. Interestingly, average daily traffic volumes on many of the above streets is higher than on the Antelope Valley Freeway.

With only few exceptions, the existing roadway system is accommodating present travel demands without significant congestion. Indeed, on most streets, particularly those outside the City's core, there is already ample capacity to handle substantial increased growth. Streets which, on the other hand, are at or near their capacity limits include sections of Avenues I, J, and 10th Street West.

Truck and Rail Traffic

There are presently no designated truck routes in the City of Lancaster. Nonetheless, because of the continuity of these streets, wider pavement,

and faster speeds, trucks tend to use the primary arterial system and Antelope Valley Freeway more so than secondary arterials and local roads. With the exception of the freeway and Sierra Highway, truck traffic tends to be a relatively small percentage of the daily traffic flow in the City.

A more troublesome problem to overall traffic flow in the City is the disruption introduced by the Southern Pacific rail line. This heavily used freight rail line (an average of 24 train movements per day, or the equivalent of one per hour) impacts the City's circulation system from a number of standpoints. First, it has restricted the number of east-west arterial crossings to only five locations (Avenues I, J, K, and M, and Lancaster Boulevard), and has thereby concentrated traffic on these streets. Secondly, since each of these five streets cross the rail line at-grade, traffic delays are experienced whenever a train movement occurs. Because each of the grade crossings is protected with gates and flashers, the accident history over the past ten years has been relatively minor. The Southern Pacific estimates that rail traffic will more than double over the next 10-20 years.

Public Transportation

There is a variety of bus services in the City of Lancaster today. The Antelope Valley Bus Company (a private concern) offers 12 round trips per day between the City of Lancaster and Edwards Air Force Base; two round trips per day between Lancaster and Lockheed in Burbank; one trip in the morning to Los Angeles International Airport, returning in the afternoon; and one round trip per day each to El Segundo and Hawthorne. Also, besides the Antelope Valley Bus Company services, Greyhound operates three round trips per day between Lancaster and Los Angeles.

In addition to the above private bus services, there are several publicly subsidized services comprising two fixed route local lines, two commuter routes, and several special school bus routes. These publicly subsidized services are being provided on a "demonstration" basis through funding by the Cities of Lancaster and Palmdale, County of Los Angeles, and Caltrans.

Bicycle Facilities

There are at present only a few streets in Lancaster with designated bike lanes, of a mile or more in length. These bike lanes occur on portions of Avenues L, J, and K, 30th Street West, and Division Street. A number of other streets have been designated as future bike route corridors. In addition to the extension of existing bike lanes on the above streets, these include portions of Avenues I and J-8, 20th Street East, and 10th Street West.

Circulation Issues

With ultimate "buildout" of the General Plan-Land Use Element, it is estimated that some 560,800 vehicles trips with at least one trip-end (i.e., excluding through traffic) will be made to/from and within the City daily. About 444,800 of these vehicle trips, or 79%, will be wholly within the City limits (i.e., internal travel), whereas 116,000, or 21%, will be internal-external trips.

Traffic volumes on most streets will be significantly higher than today. Overall, volumes in the east-west direction are projected to be approximately 3.5 times higher than today's traffic, and volumes would be about 2.5 times higher than today's traffic in the north-south direction.

The Circulation Plan for the City of Lancaster includes (1) recommended improvements to the existing circulation system, (2) statements of policy, and (3) capital improvement funding sources.

RECOMMENDED ARTERIAL IMPROVEMENT PLAN

It is proposed that 56.6 lane miles of new roadway construction and 115.8 lane miles of roadway widening be implemented.

A number of streets would require six-lane (plus turning lane) cross-sections to accommodate future year travel demands. These include sections of Avenues I, J, K, K-8, and L, as well as 10th Street West, Sierra Highway, and 10th Street East. The following table summarizes the recommended roadway improvement program and the estimated construction cost (exclusive of right-of-way acquisition) for each of the projects.

In total, the improvements are estimated to cost approximately $45 million (in 1979 unescalated dollars). Again, this is exclusive of right-of-way acquisition which could add another $20 to $40 million to the improvement costs. Not all of these costs would in fact be borne by the City. A good portion could likely be paid for through private development contributions as has historically been the case. Other projects not built or paid for by the private sector would be eligible for State and Federal funding.

ESTIMATED CONSTRUCTION COST OF PROPOSED IMPROVEMENTS

TYPE OF PROJECT	LOCATION	PROJECT LIMITS	PROJECT LENGTH (MILES)	ESTIMATED CONSTRUCTION COST $(000)
New 2 Lane	Avenue H	10th St. E. to 20th St. E.	1.0	582
	Avenue H	37th St. E. to 40th St. E.	0.2	116
	Avenue H-8	Division St. to 30th St. E.	3.0	1,746
	Avenue J-8	40th St. W. to 35th St. W.	0.5	292
	Avenue J-8	Division St. to 25th St. E.	2.5	1,456
	Avenue K-8	40th St. W. to 32nd St. W.	0.8	466
	Avenue K-8	5th t. E. to 15th St. E.	1.0	582
	Avenue L	30th St. E. to 40th St. E.	1.0	582
	Avenue L-8	40th St. W. to 35th St. W.	0.5	292
	5th St. E.	Avenue J-8 to Avenue K	0.5	292
	15th St. E.	Avenue K to Avenue L	1.0	582
	15th St. W.	Avenue H to Avenue H-8	0.5	292
	25th St E.	Avenue H-8 to Avenue K	2.5	1,456
	25th St. W.	Avenue H to Avenue J	2.0	1,164
	25th St. W.	Avenue K-8 to Avenue L-8	1.0	582
	35th St. W.	Avenue J to Avenue K-8	1.5	874
	40th St. W.	Avenue H to Avenue I	1.0	582
New 4 Lane	Avenue H	Sierra Highway to Division St.	0.6	510
	Avenue H-8	20th St. W. to 12th St. W.	0.8	582
	Avenue K-8	10th St. W. to Sierra Highway	0.9	654
	Avenue L	20th St. E. to 30th St. E.	1.0	727
	30th St. W.	Avenue K-12 to Avenue L	0.3	218
New 6 Lane	Avenue L	5th St. E. to Sierra Highway	0.5	512
	Avenue L	15th St. E. to 20th St. E.	0.5	437
Widen 2 to 4	Avenue H-8	12th St. W. to Sierra Highway	0.7	408
	Avenue I	30th St. W. to 25th St. W.	0.5	292
	Avenue J	30th St. W. to Fwy. 14	0.8	466
	Avenue J	10th St. E. to 30th St. E.	2.0	1,164

TYPE OF PROJECT	LOCATION	PROJECT LIMITS	PROJECT LENGTH (MILES)	ESTIMATED CONSTRUCTION COST $(000)
(Cont.)	Avenue K	20th St. E. to 30th St. E.	1.0	582
	Avenue K-8	20th St. W. to Fwy. 14	0.7	408
	Avenue K-8	Division St. to 5th St. E.	0.5	292
	Avenue L	40th St. W. to Fwy. 14	2.7	1,572
	Avenue M	30th St. W. to 4th St. W.	2.6	1,513
	Division St.	Avenue K to Avenue K-8	0.5	292
	Lancaster Blvd.	2nd St. E. to 10th St. E.	0.8	466
	Sierra Hwy.	Avenue H to Avenue I	1.0	582
	5th St. E.	Avenue K to Avenue K-8	0.5	292
	10th St. E.	Ave. I to Ave. J/Ave. L to Ave. M	2.0	1,164
	30th St. W.	Avenue I to Avenue M	2.2	1,280
	20th St. E.	Avenue I to Avenue L	3.0	1,746
	20th St. W.	Avenue I to Avenue L	2.3	1,339
	30th St. E.	Avenue J to Avenue L	2.0	1,164
Widen 2 to 6	Avenue I	25th St. W. to Fwy. 14	0.2	145
	Avenue K	5th St. E. to 20th St. E.	1.5	1,091
	Avenue L	Fwy. 14 to 15th St. E.	2.4	1,745
	10th St. W.	Ave. K to Ave. M/Ave. H to H-4	2.3	1,672
	10th St. E.	Avenue J to Avenue L	2.0	1,454
Widen 4 to 6	Avenue I	Fwy. 14 to 10th St. E.	3.3	1,921
	Avenue J	Fwy. 14 to 10th St. E.	3.3	1,921
	Avenue K	15th St. W. to 5th St. E.	2.0	1,164
	Sierra Hwy.	AvenueJ to Avenue M	3.0	1,746
	10th St. W.	Avenue H-4 to Avenue K	2.7	1,571
T O T A L				45,030

Note: Cost estimates are in 1979 dollars, and include coningency and design at 20% of direct construction, but do not include costs of right-of-way acquisition.

Circulation Goals, Objectives, and Policies

Goal

It shall be the goal of the City of Lancaster to provide for the efficient movement of people, goods, and services throughout the City and its planning area.

Objectives

It shall be the objective of the City of Lancaster to:

1. Provide access among all land uses within the City and to and from major destinations outside of the City.

2. Provide access while maintaining a high level of environmental quality.

3. Provide for the development of alternative modes of transportation.

4. Provide for the development and expansion of public transportation systems.

Policies

It shall be the policy of the City of Lancaster to:

Issue One: Circulation Adequacy/Accessibility

1. Provide for the efficient movement of people, goods, and services with minimal pollution and expenditure of energy and natural resources.

2. Develop a comprehensive transportation system, providing efficient access to and from all land uses.

3. Implement roadway improvements in accordance with the Master Plan of Streets and Highways as required to accommodate actual land use development and its concomitant traffic flows.

4. Coordinate and link local transportation systems with existing and planned regional systems and participate in the planning of these systems.

5. Develop transportation systems as demand occurs, or as future demand can realistically be determined.

6. Develop a five-year priority major street improvement program with concurrent maintenance of existing roadways.

7. Improve street service and traffic safety levels through traffic engineering techniques to make full use of existing roadway capacity.

8. Periodically review current traffic volumes and the actual pattern of urban development to coordinate, program, and as necessary revise road improvements.

9. Examine the feasibility and actively support the development of railroad grade separations.

10. Develop and encourage the utilization of a peripheral loop roadway system, providing a bypass from the central City for through traffic. This route should be developed to a 120-foot right-of-way and include Avenue H, 20th Street East, Avenue L, 40th Street West, or 50th Street West (between Avenue H and Fox Field).

11. Require that parking facilities be located in relationship to their usage, i.e., short-term visits versus long-term employee parking.

12. Improve access to the central City without adversely impacting adjacent areas.

13. Develop a commercial truck routing plan for the City, isolating their travel to specific streets which will minimally impact community areas.

14. Link the City circulation network with the system to be designed for Palmdale International Airport.

15. Establish a program for uniform street lighting and signage.

16. Upgrade all hazardous intersections and roadway conditions.

Issue Two: Relationship to Land Uses and the Environment

1. Develop a street network which meets traffic circulation needs without sacrificing the function and quality of the City's existing and future residential neighborhoods.

2. Design street improvements considering equally the effect on aesthetic character and livability of residential neighborhoods with traffic engineering criteria.

3. Consider all alternatives for increasing street capacity before physical street widening is recommended.

4. Maintain traffic safety as an important consideration in street design.

5. Route heavy truck traffic away from residential neighborhoods.

6. Base street widths to improve traffic flow on performance criteria rather than absolute standards. A flexible approach whereby the street is designed to fit an individual situation shall prevail over the blanket application of a uniform design standard.

7. Direct through traffic from local streets to arterials and secondaries where determined necessary to (a) reduce traffic on local streets, (b) improve neighborhood safety and environmental quality, (c) facilitate business trips, and (d) improve local service.

Issue Three: Alternate Modes

1. Examine the feasibility and encourage the development of viable transportation alternatives to serve the needs of the transit dependent, improve circulation, and reduce air and noise pollution.

2. Establish, as demand warrants, a City transportation center(s) to include parking areas and access to local and regional public and private transportation systems.

3. Examine the feasibility and encourage the development of an adequate system to serve the downtown commercial, future civic center and regional commercial vicinities.

4. Promote and facilitate the use of the bicycle as an alternative transportation mode and for recreational use, through the development of a Citywide bikeway network.

5. Encourage and facilitate pedestrian movement by creating environments conducive to walking and designing development to a "human scale".

6. Encourage, through land use and building design policies and regulations, the proximity of compatible residential, commercial, and industrial land uses to provide and facilitate pedestrian travel.

Issue Four: Public Transportation

1. Encourage the continued development of public transportation systems throughout the City to increase patronage and decrease reliance on the automobile.

2. Cooperate with the County of Los Angeles and City of Palmdale in efforts to improve its service, especially in those areas which are heavily transit dependent. Particular emphasis should be placed on providing access for the elderly.

3. Seek State and Federal funding for local transit programs.

4. On development of Palmdale International Airport, provide for direct public transit linkage to and from the City.

OTHER POLICY RECOMMENDATIONS

1. The Planning Advisory Committee requested that the need for a "loop" or circumferential "expressway" be examined during the plan development process. The purpose of this facility would be to divert cross-town travel away from the City's core. While traffic projections indicate that an expressway type facility is not warranted, the

concept of a smooth flowing circumferential corridor bypassing the commercial areas is nonetheless valid. In this regard it is recommended that, as growth occurs, Avenue L, 20th Street East, Avenue H, and 40th or 50th Street West be developed as limited access arterials. Along these routes, wider than standard right-of-way should be provided to permit raised median islands, and a design speed of 45 miles per hour.

2. In conjunction with the above, and to relieve traffic conditions on parallel streets, Avenues L and H would be extended at-grade across the S.P.R.R. tracks. In the long-term, both of these locations would ideally be grade-separated from the Southern Pacific tracks. Other locations which in the long-term should be grade-separated, based upon project increases in auto and train traffic volumes, are the crossings of Avenues I, J, and K at the Southern Pacific rail line. The rights-of-way for these eventual grade-separations should be preserved.

3. Examination of truck count data for Lancaster leads to the conclusion that no single surface arterial in Lancaster is severely impacted, nor will be impacted, by through truck traffic. It is recommended that designated through truck routes not be considered at this time since it appears that most of the trucks in Lancaster are local service vehicles. It should, however, be a policy of Lancaster to maintain periodic counts of truck volumes on local arterials. Should the percentage of trucks increase dramatically on any arterial (above 7 percent) and this increase is accompanied by significant delays or safety problems on the arterial(s), at that time designation of specific truck routes or other goods movement measures should be considered.

4. With regard to public transportation, while it is too early to judge the recently implemented commuter services, the other existing Antelope Valley demonstration routes in Lancaster have proven themselves to be worthy of continuation. As the City, and for that matter the Antelope Valley, grows, new routes to serve areas not presently served plus improved service frequencies on existing routes will be required. The higher densities forecast for Lancaster in the future should help to bolster transit as an alternative mode.

5. The City's proposed Bikeway Master Plan calls for a number of Class II bike lanes of areawide significance in Lancaster. Cross-sections along these designated streets should allow for exclusive bike lanes or wider than standard combined parking/bicycle lanes. In addition, safe bicycle routes to schools, parks, and other major attractors of bicycle trips should be identified and the designated streets designed accordingly.

6. Consistent with the Planning Advisory Committee's objectives, in implementing the proposed circulation element, it is recommended that street cross-sections and rights-of-way be selected to fit the individual situation rather than the blanket application of uniform standards.

Capital Improvement Funding Sources/Programs

For transportation improvement projects not paid for by private developers (private development has accounted for a good portion of the street improvements in recent years), the major sources of funds for street related improvements are the State gasoline tax and the Federal Aid Urban System Program. Funds for public transit purposes can be derived from the Local Transportation Fund (SB 325) and the Federal Urban Mass Transportation Act. Expenditures for the construction of bikeways can also be financed with SB 325 funds and from special funds made available through State legislation.

Expenditure of all federal and state funds requires prior approval of a Transportation Improvement Program (TIP) by the Los Angeles County Transportation Commission, SCAG and State and Federal Agencies.

The following is an outline of the verious funding programs currently available to the City:

1. Federal Air Urban System (FAU). Funds are apportioned by the State to the urbanized area of the County. Funds are then obligated for individual projects within the urbanized area of the County based upon a priority ranking. Funds must currently be matched on an 83% Federal, 17% local ratio.

2. Federal Highway Safety Act. Under the act, the City is eligible to participate in the following programs: High Hazard Safety, Roadside Obstacles, Railroad Grade Crossing Protection and the Safer Off-Systems Roads program.

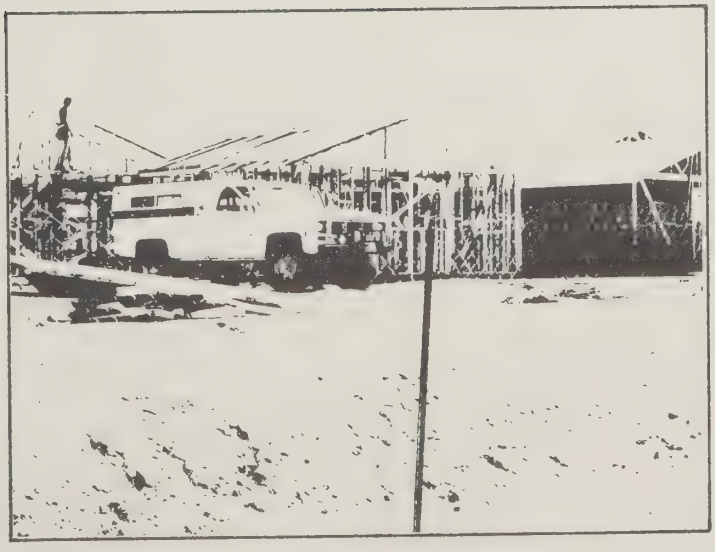
3. State Grade Separation Fund. This fund is administered by the State and furnishes approximately 80% of the cost of specific grade separation projects submitted to the State Public Utilities Commission and to Caltrans. Additional funds must be furnished by the railroad in the amount of 10% and by the City in the amount of 10%.

4. The Grade Crossing Improvement Fund. This fund is administered by the State and furnished 50% of the City's cost of upgrading crossing protection at specific locations approved by the Public Utilities Commission. Since most railroad crossing protection is now being installed with federal participation, the State legislature has not provided funds for this program during the past several years. Applications for funding are being held by the PUC to await funding or to await a decision on whether the program will be discontinued.

5. Gas Tax. This tax is a State-administered subvention to the City of a portion of the tax collected on gasoline. These funds are expected to provide the main support for the City's street construction program. These funds may also be used for street maintenance.

6. Quarter-cent Sales Tax (SB 325). Funds obtained through this source must be used for public transportation and for right-of-way acquisition and construction of major streets and roads. Funds may only be expended for public transportation purposes unless there are no "unmet" transit needs within the jurisdiction. The SB-325 funds can be used to defray operating as well as capital costs of transit services in the City (Federal UMTA monies can also be used for both capital and operating expenses).

3. Housing Element



The availability of decent housing and a suitable living environment for all segments of a community, particularly for low-income and minority groups, has been of increasing concern to government at the local, state and national levels. This concern is most forcefully demonstrated by the statutory mandate of Section 65302(c) of the Calfornia Government Code which requires a Housing Element as a mandatory part of any adopted General Plan. In turn, the U.S. Department of Housing and Urban Development requires an adopted Housing Element as a mandatory prerequisite to participation in many federally funded projects. This document presents only a general summary of the detailed data which has been compiled, its evaluation, and recommended strategies. Readers are advised to refer to the full text General Plan, which has been structured to be consistent with the HCD guidelines (1977 Revision).

The 1970 Census reported that there were 10,173 dwelling units in Lancaster, of which 85.1 percent were single family units and 14.9 percent were multiple family. According to estimates by the Los Angeles County Department of Regional Planning, Lancaster at the time of its incorporation (November 22, 1977) had a total of 16,803 dwelling units. Single family units accounted for 78.7 percent of all units, while multiple units and mobile homes accounted for 10.0 percent and 11.3 percent, respectively.

The actual housing unit count from the 1978 Housing Survey conducted by Urban Futures, Inc., revealed a different breakdown. While the Los Angeles Department of Regional Planning estimated there were 16,803 total dwelling units, the 1978 survey totaled 16,082 units, a 721 unit difference. The 1978 Housing Survey also found that 73.0 percent of the total actual units were single family units, and multiple/mobile home units combined accounted for 27.0 percent. In accepting the survey's data as being the most dependable and current dwelling count, the housing stock of Lancaster increased by 58 percent since the 1970 Census, a total of 5,909 housing units. Since the 1978 percentage of multiple units/mobile homes has almost doubled from the 1970 figures, it follows that most of the City's housing stock growth occurred in this category of units. This 1978 information is shown in the following table.

CITY OF LANCASTER
1978 HOUSING INVENTORY

Unit Type	Number of Units	% Units	% Population	Net Acres	Density d.u./ac.
Single Family	11,727	73	82.7	3,938	3.0
Apartments, condominiums, and mobile homes	4,355	27	17.3	360	9.5
T O T A L :	16,082	100	100.0		

Souce: Envicom Corporation, Urban Futures City of Lancaster Housing Assistance Plan.

Until the recent development activity that saw a 58% increase in dwelling units since the 1970 census, the greatest period of housing development occurred in the 1950 to 1959 period. The following table depicts the age of the City's housing:

STRUCTURAL AGE OF HOUSING UNITS

Period of Construction	
1970-78	36.7
1965-70	5.0
1960-64	5.0
1950-59	45.6
1940-49	4.5
Prior to 1940	3.2

Sources: Urban Futures and 1970 U.S. Census

Of the 16,075 residential units in 1978, 14,617 were of average condition or better, 1,096 were in need of some minor rehabilitation, 289 required moderate rehabilitation, and 73 were in need of major repairs. No units were considered as "beyond rehabilitation".

In 1970, the median cost of housing in Lancaster was $18,900. If housing in Lancaster has escalated at the same rate as for all of Southern California, the 1978 median rate as for all of Southern California, the 1978 median would be $56,700. However, actual experience has been somewhat below this level. In 1970, approximately two-thirds of the owner-occupied units were in the $15,000 to $24,999 price range. The 1970 median contract rent for Lancaster was $116 per month. Increases similar to that experienced in the Los Angeles region would have increased this median to $181 in 1978.

AFFORDABILITY

A traditional guideline to determine the price of housing that a household can afford has been 2.5 times the annual income, or for rents, 25% of the gross monthly income. Because of recent increases in housing prices, there has been some fluctuation in these guidelines. In some instances, the housing multiplier has been 3.0 times the annual income. In addition, many homeowners who have held property during the recent increase now have substantial equity with which to compensate for an income deficiency. The following table has been prepared using the traditional guidelines for 1970 and projected 1978 housing costs. It shows that Lancaster residents could afford housing and pay less than the guideline amounts. The same situation prevailed for 1978 rents, but housing costs had climbed faster than incomes and exceeded guideline affordability. This table shows a 1978 income deficit of $7,877 in order to afford the projected 1978 housing cost of $57,777. In order to afford the median house in 1978 a Lancaster resident would either have to compensate for the income deficiency with an increased down payment from previous equity, or increase the income to price multiplier to 2.9.

ESTIMATED 1978 HOUSING AFFORDABILITY

Years	Median Income	Actual Housing Costs/ Contract Rent	Affordable Housing Costs/ Contract Rent	Difference[f] (Percent Saved)
1970	$11,651[a]	$18,900/$116[a]	$29,127/$243[b]	$+10,277/$+127 (35.1%)/(52.3%)
1978	$19,960[c]	$57,777[d]/$118[e]	$49,900/$415[b]	$-7,977/$+234 -15.8%/(56.4%)

[a] 1970 U.S. Census.

[b] Affordable housing cost = median income x 2.5.
Affordable contract rent = median income ÷ 48.

[c] 171.3% of 1970.

[d] 305.7% of 1970.

[e] 156.1% of 1970.

[f] Positive figures indicate income in excess of housing/rent costs.
Negative numbers indicate income deficiency to obtain housing/rent.

Rents, however, have become more affordable, as shown on this table. This is because rents have increased at a slower rate than the rate at which income has increased. Therefore, Lancaster residents could theoretically afford rents in excess of 1978 prices.

These figures represent the average, or median, home buyer/renter in Lancaster. The percent saved has switched from a savings to a deficit in the last eight years. With each passing year, increasing numbers of low and moderate income households are becoming unable to afford housing in the existing stock. It will be the lower and moderate income families that will need some degree of housing assistance as we enter the 1980s.

The following table indicates that there was more than enough affordable housing in all income categories in 1970 according to the Census. The table shows that there was a surplus of 3,011 housing units available to the lower-income households earning $12,000 a year or less. Because this excellent situation of 1970 has changed and is still rapidly changing, now is the time for Lancaster to protect its existing housing stock from deterioration, to supply affordable dwellings to the middle and upper income groups and to construct new or renovate existing rental units for affordable lower-income housing.

REHABILITATION/REPLACEMENT

One of the methods to meet housing needs is to rehabilitate units that are in disrepair, or to replace units that are beyond rehabilitation. A survey conducted by Urban Futures, Inc., in 1978 found no units in Lancaster in the beyond rehabilitation category. As such, the needs of existing housing stock can be provided with rehabilitation. The survey indicated that minor repairs (average $2,000 cost) were needed on 1,096 (6.82%) units, moderate repairs (average $8,000) were needed on 289 (1.8%) units, and major repairs (average $16,000) were required on 73 (0.45%) units.

NEW CONSTRUCTION

In addition to meeting the needs of existing residents, housing will be required for new residents as growth occurs in Lancaster. The following table, Additional Dwelling Unit Demand, shows the number and type of dwelling units required through the year 2000 for each of the four population forecasts.

ADEQUATE SITES

The City of Lancaster incorporated 37 square miles of the Antelope Valley in November, 1977. Land will be available to accommodate future housing demands even under the high end population forecast. In 1979, 12,324 acres were available for urban uses. In the year 2000, using the low population forecasts, there will be 9,464 acres available for urban uses. Utilizing the high forecast, there will be an excess of 1,113 acres available for urban uses in 2000.

SIGNIFICANT CONSTRAINTS

There are currently a number of constraints that are imposed on the normal functioning of the housing market that may inhibit the City's ability to meet its housing needs. Many of these constraints are not unique to Lancaster and will require regional, statewide, or federal intervention to alleviate.

HOUSING NEEDS ANALYSIS - 1970

DEMAND Income	0-$3000	$3000- $7000	$7000- $12000	$12000- $16000	$16000- $22000	$22000- $36000	$36000 and Up	Total
Total Households	522	1,283	2,606	1,714	1,405	607	276	8,413
SUPPLY								
House Values and Rents	0-$5000 0-$75	$5000-14000 $75-165	$14000-20000 $165-230	$20000-27000 $230-280	$27000-37000 $280-365	$37000-60000 $365-500	$60000 & Up $500 & Up	
Owner-Occupied	65	828	2,828	1,454	783	234	98	6,290
Renter-Occupied	626	2,233	482	40	7	-	-	3,388
Vacant Units	35	156	169	77	41	12	5	495*
Total Units	726	3,217	3,479	1,571	831	246	103	10,173
NEED								
Total Demand	522	1,283	2,606	1,714	1,405	607	276	8,413
Total Supply	726	3,217	3,479	1,571	831	246	103	10,173
Total Needs	+204	+1,934	+ 873	- 143	- 574	-361	-173	+1,760
		(+3,011 Surplus)			(-1,251 Deficient)			

lower incomes

* Value of vacant units not known; percentages of total occupied housing per value/rent categories used for distribution of vacant units.

SOURCE: 1970 Census
Urban Futures, Inc.

CITY OF LANCASTER
ADDITIONAL DWELLING UNIT DEMAND (UNITS AND ACRES)

			Additional Dwelling Units Required									
			Single Family				Multiple				Total Units	
Year	Population	Net Increase (Each Time Period	% Pop.	D.U. (3.2 pers/d.u.)	D.U./Ac.	Additional Acreage	% Pop.	D.U. (1.8 pers/d.u.)	D.U./Ac.	Additional Acreage	D.U.	Acreage
1980	46,408	1,043	82	267	4	67	18	104	10	10	371	77
	46,408	1,043	82	267	4	67	18	104	10	10	371	77
	47,724	2,359	82	605	4	151	18	249	10	25	854	176
	47,724	2,359	82	605	4	151	18	249	10	25	854	176
1985	51,997	5,589	80	1,397	4.5	310	20	621	12	52	2,018	362
	51,997	5,589	80	1,397	4.5	310	20	621	12	52	2,018	362
	61,492	13,768	80	3,442	4.5	765	20	1,530	12	128	4,972	893
	61,492	13,768	80	3,442	4.5	765	20	1,530	12	128	4,972	893
1990	58,258	6,261	78	1,526	5	305	22	765	14	55	2,291	360
	63,418	11,421	78	2,784	5	557	22	1,396	14	100	4,180	667
	79,231	15,739	78	3,836	5	767	22	1,924	14	137	5,760	904
	84,391	22,899	78	5,581	5	1,116	22	2,799	14	200	8,380	1,316
1995	65,273	7,000	75	1,641	6	274	25	972	15	65	2,613	339
	79,133	15,715	75	3,683	6	614	25	2,183	15	146	5,866	760
	102,088	22,857	75	5,357	6	893	25	3,176	15	212	8,533	1,105
	115,948	31,557	75	7,396	6	1,233	25	4,383	15	292	11,779	1,525
2000	73,132	7,859	72	1,768	7	253	28	1,223	16	76	2,991	329
	105,712	26,579	72	5,980	7	854	28	4,135	16	258	10,115	1,112
	131,538	29,450	72	6,626	7	947	28	4,581	16	286	11,207	1,233
	164,118	48,170	72	10,838	7	1,548	28	7,493	16	468	18,331	2,016
Net Increase		27,727		6,599		1,209		3,685		258	10,284	1,467
		60,347		14,111		2,402		8,439		566	22,550	2,968
		86,173		19,866		3,523		11,460		788	31,326	4,311
		118,753		27,862		4,813		16,454		1,113	44,316	5,926
TOTAL (Year 2000):				18,326		6,131		8,040		718	23,366	6,849
				25,838		7,324		12,794		1,026	38,632	8,350
				31,593		8,445		15,815		1,248	47,408	9,693
				39,589		9,735		20,809		1,573	60,398	11,308

Source: Envicom Corporation.

1. Increasing Demand: In an effort to preserve capital, reduce tax liabilities, and enjoy the benefits of home ownership, the demand for housing has dramatically increased. As a result, home prices are inflated, and vacancy rates are low.

2. Increasing Costs of Supplying Housing: Housing cost figures released in 1978 by the Construction Industry Research Board provide a startling illustration of the increasing costs of supplying housing. As might be expected, land, labor and materials are major deterrents to providing high quality housing at affordable prices.

   High interest rates and the scarcity of mortgate financing also have an enormous effect on the cost and quantity of housing (mortgage financing is one of the largest components of housing cost). In Southern California, mortgate interest rates have varied from 7.5% to 12% since 1970. Financing on larger projects has been known to go as high as 13%. Financing is also often limited to certain areas and more expensive housing (e.g. current difficulty in obtaining financing for rental apartment developments).

3. Speculation: The uncertain nature of the Palmdale International Airport has led to extensive speculation in Lancaster as well as other areas of the Antelope Valley.

4. Unemployment in the City represents a constraint because of its implication on housing. Unemployment lowers household income, increases the demand for lower priced units, makes it extremely difficult for many to make housing payments and maintenance costs, and as a result, encourages overcrowding (i.e., two-family households).

5. Racial and economic discrimination has a direct effect on housing and results in the concentration of minorities and lower income households. Often this discrimination is subtle and difficult to document.

6. The lack of tenant education and maintenance skills contributes to housing deterioration.

7. Land Use Codes and Building Regulations and their processes contribute to the cost of housing. However, they are meant to protect the public health and safety and ensure environmental quality.

8. Unpredictable housing funding is a major constraint to providing adequate housing. The supply of housing funding has historically fluctuated. The Federal and State Governments must be urged to provide an adequate, predictable and steady flow of capital to assist the City in dealing with those aspects of the housing program which are beyond local capabilities.

9. Local government reliance on the property tax may encourage land use decisions counter productive to attainment of the City's current housing needs. The current political atmosphere in the aftermath of Proposition 13 may tend to restrict the supply of lower cost new housing by encouraging residential developments that yield higher

assessed valuations. Developments that require public investment in infrastructure may also be prohibitively expensive because of the resistance of cities, or the inability of cities, to use property taxes to fund the improvements. Consequently, new units must also include the cost of improvements previously funded by public resources.

Housing Goals

It shall be the goal of the City of Lancaster to:

Availability

Increase the availability of a decent home for every household within the City and an adequate vacancy rate to ensure mobility, opportunity and diversity.

Quality

Provide adequate and desirable housing of sound quality in good neighborhoods; the maintenance of existing units in good repair, and the prompt rehabilitation of deteriorated units; the provision of a meaningful sense of community life in all residential areas, consistent with orderly growth and environmental consumption, and with sound and adequate employment, services and community facilities.

Affordability

An adequate supply of housing within the economic means of all persons, including low and moderate income households, the elderly, handicapped, large families, and other special needs groups.

Opportunity

The assurance of equal housing choices and opportunities for all households within the City, and to assure access to housing regardless of race, religion, ethnicity, sex, age, marital status or household composition.

Housing Policies

It shall be the policy of the City of Lancaster to:

Issue One: Availability

1. Designate sufficient acreage to accommodate a full diversity of residential unit types (single family attached and detached, apartments, condominiums, mobile homes, etc.) as warranted by economic demand.

2. Promote and support efforts by public and private agencies and citizen groups to provide sufficient housing in all price ranges for persons employed in Lancaster.

3. Seek federal and state funding when available for the establishment of a low interest rehabilitation loan program for the maintenance of the housing stock.

4. Encourage the continued physical and economic viability of existing single family neighborhoods.

5. Encourage the establishment of educational and promotional programs for residents in the maintenance and conservation of existing residential neighborhoods and units.

6. Encourage the development of mobile home parks and subdivisions in residential areas and their exclusion from industrial and commercial areas.

7. Encourage the provision of adequate housing for all income groups by retaining a mix of rental and owner-occupant units sufficient to the needs of the population.

Issue Two: Quality

1. Encourage the development of balanced residential environments in proximity to urban services (i.e., roadways, water and sewage, recreation, educational facilities, governmental offices, health facilities, etc.) and major activity centers (i.e., commercial centers, location of employment, etc.).

2. Locate housing in an environment which does not endanger the health, safety or well-being of its occupants.

3. Allow for the development with a mixture of residential types within subdivisions (e.g., planned unit development) to promote residential amenities and lessen development costs.

4. Develop a comprehensive set of development and architectural standards for mobile home parks and subdivisions (including upgraded standards for landscaping, fencing and setbacks).

5. Reconsider assessment procedures for mobile homes reflecting their character as "modular residential units" rather than "vehicles".

6. Establish site and housing design criteria and standards for dwellings intended for senior citizens with specific provisions for accessibility and protection.

7. Pursue building code enforcement programs.

Issue Three: Affordability

1. Review government codes and ordinances so as to promote the flexibility to meet specialized group needs (e.g. elderly and handicapped).

2. Disperse low income housing in various locations throughout the City.

3. Promote and support efforts by public and private agencies and citizen groups to eliminate unreasonable obstacles in the supply of low and moderate income housing.

4. Seek available federal and state funds to improve the supply of housing for low to moderate income households.

5. Pursue the allocation of federal funding rent subsidy programs for the elderly, as available.

Issue Four: Opportunity

1. Encourage the provision of decent housing in a satisfying environment for all persons regardless of age, race, sex, marital status, ethnic background, income or other factors.

2. Promote and support efforts by public and private agencies and citizen groups to eliminate discrimination in the sale and rental of housing.

3. Promote and support efforts by public and private agencies and citizen groups to provide equal opportunity for low and moderate income persons and minority group members to occupy suitable housing.

4. Require that senior citizen housing be developed only in areas with adequate accessibility (i.e., public transportation or walking) to required services (incuding food stores, health facilities and community activities), or provide such facilities within or in proximity to the development.

Programs and Implementation

The following discussion presents a coordinated set of actions and processes to carry out the goals and policies of the Housing Element. The approach answers the needs highlighted in the Element: general implementation objectives are described; existing programs are identified and evaluated; and actions are recommended.

IMPLEMENTATION OBJECTIVES

1. To rehabilitate 20 percent of the units requiring major repairs per year, or all units in five years. This totals 15 units per year, and ten units in five years.

2. To rehabilitate 10 percent of the units requiring moderate repairs per year, or 50% in five years. This totals 29 units per year, or 145 units in five years.

3. To prevent units in the major rehabilitation category from deterioration further to a state beyond rehabilitation.

4. To preserve units in good condition from demolition by moving these units to suitable vacant sites for use as low and moderate income units.

5. To insure adequate supply of land for anticipated residential development by zoning land in excess of actual requirements. Excesses should be sufficient for five years growth in order to prevent inflated land values.

6. To plan for the orderly and efficient extension of public services in a phased program compatible with the rate of growth and with the specific areas to be developed.

7. To promote the construction each year of at least 20 percent of the 2,018 new dwelling units required by 1985 under the low population forecast. This level should be adjusted upward in accordance with the upper limit housing forecast if the higher growth rate occurs.

8. To provide assistance to 3 percent per year of the families and households below the poverty level, as determined by the 1970 Census. This would aid by 1985 15 percent of the 638 families below the poverty level.

9. To encourage the development of well planned mobile home parks compatible with surrounding land uses as a means of providing moderate to low-moderate income housing.

10. To encourage the development of high and medium density apartments as a means of providing low and moderate income rental units.

11. To expand housing opportunities, especially for low and moderate income households (with special attention to the needs of families, female-headed households, the elderly and handicapped, minorities, and other special needs groups).

PROGRAMS AND FUNDING SOURCES

Implementation Objective		Funding Sources* and Program Potentials
1 and 2.	Rehabilitation.	1, 2, 4, 5, 8, 10, 12, 13, 14, 15, 18, 24, 25, 27, 28.
3 and 4.	Preservation of Existing Stock.	1, 2, 4, 8, 10, 12, 13, 14, 15, 16, 17, 18, 22, 23, 24, 25, 27, 28.
5.	Adequate Land Supply.	1, 13, 14, 15, 16, 17, 21, 25.
6.	Extension of Public Services.	1, 10, 13, 14, 15, 18, 20, 25.
7.	New Construction.	1, 2, 3, 6, 9, 11, 13, 14, 15, 16, 19, 21, 25, 27.
8.	Housing Assistance.	1, 2, 3, 4, 5, 6, 8, 9, 10, 11, 14, 16, 19, 28.
9.	Middle Income Housing.	1, 5, 9, 15, 16, 19, 20, 21, 22, 25, 27, 28.
10.	Low Income Housing.	1, 2, 3, 5, 11, 13, 14, 15, 16, 19, 20, 21, 25.
11.	Equal Access and Opportunity.	1, 2, 15, 17, 19.

*As listed on the following table, "Housing Assistance Programs".

HOUSING ASSISTANCE PROGRAMS

Federally funded

1. Housing and Community Development Act of 1974, as amended (HCDA).
2. Rent Assistance Programs
   a. Traditional Public Housing
   b. Section 8
3. Section 202 -- Direct Loans for the Elderly or Handicapped.
4. Section 312 -- Rehabilitation Loans.
5. Section 235 -- Home Ownership Assistance for Lower-Income Households.
6. Section 515 -- Rural Rental-Housing Assistance.
7. Urban Homesteading.
8. Title 1 Insurance -- Property-Improvement Loans.

State funded

9. California Housing Finance Agency -- Mortgage Finance Program.
10. California Housing Finance Agency -- Neighborhood Preservation Program.

Locally funded

12. Marx-Foran Residential Rehabilitation Act.
13. Municipal Housing Finance Agency.
14. Tax Increment Financing through California Redevelopment Law.

Regulation and Taxing

15. Zoning and Land-Use Regulation.
16. Land Write-Downs and Land-Banking.
17. Anti-Redlining Practices.
18. Code Enforcement.
19. Inclusionary Ordinances.
20. Codes.
21. Reduction of Red Tape.
22. Speculation Controls.
23. Rent Stabilization.
24. Occupancy Inspection Ordinances.
25. Growth Management.
26. Local Housing Elements.
27. Cooperative Housing.
28. Administrative Variations for Housing Production.
    a. Community Development Commission
    b. Area Housing Councils.

4. Environmental Resources Management Element

Three elements mandated by the State of California and one optional element are consolidated into the Environmental Resources Management Element. The former includes the Conservation, Open Space, and Scenic Highways Elements and the latter include the Parks and Recreation Element.

GEOLOGY

The City of Lancaster lies within the southwest portion of the Antelope Valley and the western edge of the Mojave Desert. It is a geologically dynamic area, at the western edge of a moving plate in the earth's crust. Defining the southern boundary of this area is the San Anderas fault. Branching from the San Andreas fault and defining the northwest boundary of the valley is the Garlock fault.

Rocks of the region may be divided into three main groupings, generally prevalent in the western Mojave Desert region: crystalline rocks of Pretertiary age; pyroclassic, volcanic, and sedimentary rocks of Tertiary age; and alluvial sedimentary deposits of Tertiary and Quaternary age (roughly encompassing the last one million years). The first two groups consist of hard, consolidated materials from the mountains bounding the area and the rocky buttes that penetrate up through the valley floor. The third group is the unconsolidated alluvial deposits, formed in the wash areas of the lower foothills and stream beds that comprise most of the valley floor. Beneath this alluvium lie consolidated rocks that are equivalent to the Tertiary and older materials forming the San Gabriel and Tehachapi Mountains.

GEOMORPHOLOGY

Within its corporate limits, Lancaster is essentially flat. The only geomorphic feature which deviates from the flatness is a small uplift, known as Quartz Hill, at the extreme southwest corner of the City.

In the City's planning area, similar geomorphological conditions prevail. To the north and east continues the unbroken, low gradient, desert plain. To the west, the plain rises gently toward the distant confluence of the San Gabriel-Sierra Pelona Mountains. The extreme southwestern porton of the planning area encompasses the foothills of these mountains and is characterized by moderate and irregular slopes.

SOILS

Soils in the City of Lancaster planning area consist of coarse-grained sediment intermingled with organic matter close to the foothills and depositions of finer-grained silts and clays in areas away from the mountains in the City's corporate area. Generally, the northwest area of the City and its planning area is characterized by its very poor soil.

a. Shrink-Swell Potential

Most of the City of Lancaster is characterized by soils of low shrink-swell potential which do not represent a problem for foundation construction. An exception is of the area north of Lancaster Boulevard and west of 10th Street West, where soils are classified as highly expansive and warrant special design considerations.

Shrink-swell conditions in the City's planning area are similar to that of the corporate limits. Most areas exhibit low potential. High shrink-swell potential is found in the general area between Avenue I and Avenue J to 75 Street West and north of the City between 40th Street West and Sierra Highway.

b. Soil Erosion Hazard

Soils in most of the City have been classified as slightly or moderately erosible. Since the City is basically flat, erosion results primarily from the intense winds which periodically blow across the desert floor and the seasonal runoff from rainstorms in major drainage courses.

Small areas of the City's planning area, along the foothills, exhibit high and very high erosibility. Winds in these areas aggravate the problems of blowing dust.

c. Septic Tank Filter Field Limitations

Most of the north and northwest areas of the City of Lancaster are characterized by soils of moderate and severe limitations on septic systems. Urban classes of development in these areas will almost certainly require connection to sewage disposal and treatment systems. As most of this area is within or immediately adjacent to developed sanitation districts, with excess capacity, this should not constitute a significant problem.

Development within the City's planning area, outside of the sanitation districts, to the west and north will be impacted by the moderate and severe septic limitations of the soil.

d. Subsidence

An area centered around and east of the City of Lancaster has exhibited the greatest historic subsidence in the Antelope Valley. Since 1929, total maximum subsidence in the area has been approximately 3.4 feet. The latest maximum rate of movement in the area is estimated at 0.3 feet per year. In 1967, it was approximately 0.1 feet per year. In most cases, subsidence is not severe enough to cause significant damage to developments or necessitate special land use restrictions. If detected early, detrimental effects can usually be minimized or the cause neutralized. However, the maximum subsidence magnitudes that have occurred in the eastern and northern Lancaster area could significantly affect drainage and sanitary structures and should receive specific attention in future studies.

e. Agricultural Capability

Lancaster was settled for its abundant water supply and surrounding areas of soils exhibiting a high suitability for agricultural production. From the 1870s to the 1950s, the area's principal product was agriculture. Today, due to declining water tables, the high cost of

energy, and economics of production, farming is non-existent in the City and limited in its planning area.

Though production is non-existent, the soils of approximately 50 percent of the City's area are classified as good to very good by the Soil Conservation Service for agricultural production. Generally, the most productive soils are found east of 10th Street West. Areas least suitable for agricultural production are found in the northwest portion of the City where soils are characterized by their high alkalinity and sand composition.

In the City's planning area, large areas to the south, west, and east exhibit good to very good suitability for agricultural production. A broad plain of very poor soil extends from 60th Street West and Avenue J north to Edwards Air Force Base, bounded in the southeast by Avenue I and 50th Street East.

HYDROLOGY

a. Surface Water and Watersheds

Lancaster and its planning area are located in the Antelope Valley drainage basin from the San Gabriel and Sierra Pelona Mountains. During periods of the rain-laden winter storms, these mountains attract moisture and divide the runoff between the inland desert area and the ocean. Runoff, occurring principally during the winter storm season, is at first confined to washes in the alluvial fans surrounding the valley. From these, it disperses itself and spreads across the valley floor, abandoning old channels and cutting new ones. At lower elevations, the channels are faint and sheet wash is prominent. Farther out onto the valley floor, the heavy and fine-textured transported oils are relatively impervious. Water forms ponds there for weeks during the winter, but evaporates quickly during the summer. Only after very heavy storms does water reach the playas.

Crossing the southwest corner of the City's planning area, along the foothills, is the California Aqueduct. A part of the statewide California Water Project (CWP), this is the only aqueduct in the area.

b. Groundwater

The City of Lancaster and its planning area are located and draw water from the Lancaster sub-unit of the Antelope Valley aquifer. Since agricultural activities began in the valley, the level of the groundwater has been continuously declining. An overdraft in the basin has resulted in declines in the groundwater table of 125 to 175 feet. Rates of decline range from one foot/year in non-pumping areas to 12 feet/year in existing pumping depressions. Draw-downs of 100 feet or more are not uncommon during the summer pumping season.

There has been no record of any contamination of groundwater by surface water recharging in the planning area. If stringent discharge requirements for wastewater continue to be enforced, this is not expected to be a problem.

These declining groundwater resources are insufficient for the demands of agricultural and domestic use. Importation will continue to be necessary to support existing and future uses. Additionally, conservation and development of new sources will be required.

c. Flooding

Flood-prone areas are designated by the Army Corps of Engineers, City of Lancaster Engineer, and County of Los Angeles Flood Control District as strips of land, usually along drainage courses, that may be subject to flooding (due to overflow or inundation) approximately once every 100 years. Development in these areas is governed by special flood engineering provisions of the City's building code.

Significant areas of the City and its planning area are subject to periodic flooding. Concentrated rainfall in the San Gabriel and Sierra Pelona Mountains in the winter season and during intense thunderstorms in the summer results in runoff which spreads across the desert floor. Runoff velocity generally dissipates as it extends from the mountain canyons across the desert. Though considerable areas are subject to flooding, it is most often sheet flooding or low velocity. Flood waters will pond in many areas after a storm due to the area's slight gradient.

Principal drainage courses affecting the City and its planning area include Amargosa Creek, Anaverde Creek, and Little Rock Creek. Secondary impacts result from the flow of Neenach Wash, Fairmont Wash, and Mira Loma (Portal Ridge) Wash.

VEGETATION AND WILDLIFE

a. Vegetation

Three classes of vegetative communities are found in the City of Lancaster, including desert, desert woodland, and cultivated and urban. Two additional communities, chaparral and sagebrush, are found in the portions of the planning area which extend into the foothills.

b. Wildlife

A wide array of resident and migratory species have colonized the City and its planning area. These species include those typical of grassland/disturbed, desert, desert/woodland, chaparral, and sagebrush scrub habitats.

c. Rare and Endangered Species

Within the City of Lancaster and its planning area are seven vertebrate species whose continued existence is threatened with potential extinction. These are classified as "protected," "rare," and/or "endangered" by the California Department of Fish and Game, and are protected from capture or sale. These include the following:

Desert Reptile Assemblage

Desert tortoise (R)	*Gopherus agasizzi*
Collared lizard (P)	*Crotaphytus collaris*
Desert horned lizard (P)	*Phrynosoma platyrhinos*
Long-nosed leopard lizard (P)	*Crotaphytus wislizenii wislizenii*

Prairie Falcon Assemblage

Prairie falcon (R)	*Falco mexicanus*
Collared lizard (P)	*Crotaphytus collaris*
California condor (E)	*Gymnogyps californianus*

The impact of these species in the Lancaster area is limited. The California Condor, which is the most significant of the species, does not nest in the area. It has been sighted flying over and feeding in the foothills. As these areas are relatively free from development, no significant effects are anticipated. The habitat of the other rare and endangered species is extensive, covering much of the greater Antelope Valley and Mojave Desert. Expansion of currently urbanized areas on their periphery will not likely threaten this habitat.

In addition, two plant species in the City have been identified by the California Native Plant Society (CNPS) as sensitive. These have been incorporated into the Smithsonian Institute's list of candidate rare and endangered species (1974), as authorized by the Federal Endangered Species Act of 1973. These include (1) the Alkalai mariposa, which is found in alkaline meadows and springy places west of 10th Street East, between Avenues H and I and Avenues L and M; and (2) Mojave spineflower, which is found in dry, sandy, and gravelly places west of 10th Street East, between Avenues H and I.

CULTURAL, HISTORIC, AND AESTHETIC RESOURCES

a. Scenic Highways

Though there are no designated scenic highways in the planning area, the following highways exhibit all or some of the characteristics which make them suitable for such consideration.

- Avenue E - Lancaster Road
- Godde Hill Road - 60th Street West
- Avenue M - West from the Antelope Valley Freeway to Quartz Hill
- Avenue L - East of the Antelope Valley Freeway
- Sierra Highway

b. Archaeological Sites

Many archaeological sites have been discovered in the City's vicinity. These finds indicate the region was extensively settled by early Indian tribes. Most archaeological finds are located in areas where four of the basic necessities of life were supplied. These necessities include: water, food, wood, and necessary minerals. Surveillance was also important; thus, many of the sites were located on or near hills and other high points. Key archaeological areas include locations along Amargosa and Anaverde Creeks and the ridges at the south and west of the City's planning area.

Good hunting in the area, and the location of the Antelope Valley between the cultures of the coastal and inland peoples, made it important as an area of extensive trade and migration. As trails literally crisscrossed the valley, potentially important archaeological sites were scattered throughout the area, and not confined exclusively to streamside and ridgetop.

c. Historic Sites

In the City of Lancaster the Western Hotel has been identified and is registered as a historical landmark by the California Historical Landmarks Advisory Committee and the Director of Parks and Recreation. Erected by the Gilwyn family in 1884, this buiding was purchased in 1902 by George T. Webber, who operated it as the Western Hotel. The Lancaster Chamber of Commerce was organized in its dining room. Between 1905 and 1913, construction crews of the Los Angeles-Owens River Aqueduct were housed in this hotel, and it became a center of commercial and social activity in the early life of the community.

OUTDOOR RECREATION

Currently, there are five developed or partially developed park sites in the City. These include:

a. Jane Reynolds Park
b. Mariposa Park
c. El Dorado Park
d. Rawley-Duntley Park
e. Lancaster City Park (in development)

Of these, Jane Reynolds is the most extensively developed, with baseball diamonds, basketball court, volleyball court, football field, swimming pool, barbecues, picnic shelters, and community building. Though smaller than the 30 acres recommended, Jane Reynolds functions as the principal community park for the City.

In addition, the City owns two major sites slated for development as parks. Currently under development for community park uses is a 53-acre site adjacent to the Antelope Valley Freeway at Avenue K-8. To the east of the City, at 30th Street East and Lancaster Boulevard, is the undeveloped 40-acre Tierra Bonita Park.

Supplementing these resources are the playgrounds and open spaces of the 12 elementary, one high school, and Antelope Valley College. Though all are not currently available, these represent a potential resource for joint use by students and nearby residents.

Cumulatively, in 1979, the City contained 166 acres of developed, undeveloped, and joint-use recreational land. Based on the National Recreation Association standard of five acres of recreation for each 1,000 residents, the City is currently deficient by 159 acres.

Commercial recreation facilities located within or in proximity to the City include a miniature golf course, walk-in and drive-in movie theaters, bowling alleys, skateboard parks, handball/racquetball facilities, pool/billiards facilities, electric game arcade, ice skating rink, roller skating rink, and golf courses. Additionally, the Antelope Valley Family YMCA provides a health club and other recreational facilities.

Bikepaths are currently developed along the following highways:

a. Avenue L between 40th and 30th Streets East.
b. 30th Street between Avenues L and K.
c. Avenue K between 30th Street West and Division Street.
d. Division Street between Avenue K and Lancaster Boulevard.
e. Avenue J between Division Street and 10th Street East.
f. 20th Street West between Avenues K and I.
g. Avenue I between 20th Street West and 5th Street East.
h. 5th Street East between Avenues I and J.

Population growth of the City will yield a demand for 329 to 738 total acres for neighborhood and community parks by the year 2000. The following lists the projected demand associated with each population forecast.

CITY OF LANCASTER
ESTIMATED PARK AND RECREATION DEMAND

Population Series	Population	Neighborhood Park		Community Park	
		Acres/1000*	Acres	Acres/1000*	Acres
E-O w/o PMD	73,132	2	146	2.5	183
E-O w/PMD	105,712	2	211	2.5	264
D-150 w/o PMD	131,538	2	263	2.5	329
D-150 w/PMD	164,118	2	328	2.5	410

ENERGY RESOURCES

All traditional energy resources consumed by the residents of the City and its planning area are imported. There are no deposits of oil, natural gas, and coal, refineries and processing facilities, or generating stations.

Natural gas is imported by the Southern California Gas Company from its interstate system. Electrical energy is accessed by transmission and distribution lines from its network of generating stations outside the City.

Environmental Resource Goals, Objectives, and Policies

Goal

It shall be the goal of the City of Lancaster to conserve and enhance its natural resources, facilitating development in a manner which reflects the characteristics, sensitivities, and constraints of these systems.

Objectives

It shall be the objective of the City of Lancaser to:

1. Enhance, rehabilitate, and/or protect significant natural resources, including fragile ecological areas, unique natural features, and culturally significant sites.

2. Promote the wise development and conservation of managed renewable and non-renewable natural resources.

3. Minimize the hazards to public health, safety, and welfare that result from natural and man-made phenomena.

4. Provide adequate and accessible outdoor recreation for the needs of the population.

Policies

It shall be the policy of the City of Lancaster to:

Issue One: Conservation and Protection of Natural Resources

1. Encourage the retention of Joshua trees and California juniper as feasible and economically practical in residential, commercial, industrial and public developments.

2. Encourage the utilization of native vegetative species in landscape design of residential, commercial, industrial and public development.

3. Encourage the undertaking of a regional reconnaissance of archaeological resources within the Antelope Valley.

4. Require an archaeological surface reconnaissance and impact assessment by a qualified archaeologist for any significant development on, or adjacent to, known archaeological sites.

5. Require that adverse impacts be mitigated where a development would adversely affect a known significant archaeological site. Adequacy of the proposed mitigation measures shall be determined by the City of Lancaster in accordance with standards to be established by the City.

6. Evaluate the potential effects on local groundwater quality of all governmental and private actions related to any liquid and solid waste disposal and require that adverse effects be mitigated.

7. Encourage water conservation activities in residential, commercial, industrial, public, and other development.

8. Require developers to minimize disturbance of the natural ground cover on a site until such activity is required.

9. Require developers to observe dust abatement procedures during construction.

10. Restrict the use of off-road vehicles to designated areas to minimize the erosion of soils.

11. Pursue a program for the installation of vegetation along major thoroughfares.

12. Establish a system of open spaces (e.g. linear corridors, parks) to enhance the physical and visual character of the City and protect and preserve the ecological balance of wildlife and plant communities.

13. Consolidate urban development in well-defined centers to reduce disruption of native plant and animal habitat.

Issue Two: Managed Resource Production

1. Encourage the preservation of prime agricultural lands within the City's planning area, particularly those within the defined "agricultural opportunity areas." These consist of areas either currently devoted to agricultural use or those which retain a high degree of suitability for such use. ("Agricultural opportunity areas" are not synonomous with "agricultural preserves" as defined by the California Land Conservation Act.)

2. Encourage and support efforts by appropriate federal, state and local agencies to establish a means to improve the economic viability of agricultural production in the areas of prime soils located outside of existing urban areas.

3. Encourage the establishment and maintenance, wherever feasible and appropriate, of aquifer recharge zones and processes to assure water quality and quantity. Develop a regional aquifer recharge strategy in cooperation with other local, state, and federal agencies.

4. Protect significant mineral resources by a long range approach toward mineral resource utilization.

5. Encourage the use of solar and wind energy systems in public and private buildings. Building codes should be revised as required to accommodate such systems.

6. Develop standards to provide sufficient solar exposure for developments to effectively utilize solar energy systems.

7. Provide ordinances for the implementation of energy saving designs and systems and innovations in building construction.

8. Encourage dispersal of public services within areas in close proximity to population concentrations to reduce travel and energy consumption.

Issue Three: Protection from Hazardous Systems

1. Protect the public from exposure to flood hazards by prohibiting residential, commercial and industrial development in designated flood inundation areas unless proper mitigation is instituted.

2. Plan, develop, and maintain flood control channels in cooperation with other jurisdictional agencies.

3. Encourage the multiple use of flood inundation areas for recreation, agricultural, scenic relief, groundwater recharge, mineral extraction and wildlife protection.

Issue Four: Provision of Recreation Opportunities

1. Encourage continued cooperation among federal, state, and local agencies in multiple use management of public lands specifically recognizing recreation as a desirable use.

2. Encourage the development of quality commercial recreational facilities on privately-held and City-owned land under long-term lease or concession agreements. Such agreements allow the City to provide a wider range of facilities that it could on its own, without heavy financial risks. Examples of such facilities might include roller skating rinks, golf course and driving range, skateboarding parks, etc.

3. Provide park land to its residents at the rate of five acres per 1,000 population. School playgrounds may be considered to provide a portion of this total.

4. Provide on-site parking at all park sites at the rate of approximately 12 spaces per acre of active recreational space and six spaces per acre of passive recreational space.

5. Acquire flood control easements and landscape these as linear parks with jogging, bicycling, and equestrian trails along their length. Concrete culverts or boxes shall be discouraged.

6. Acquire and develop future parks immediately adjacent to school sites, when possible, to facilitate joint programming of recreational activities and park maintenance.

7. Coordinate and share the acquisition, development, use, and maintenance of all City parks with other private and governmental entities, where feasible, to assure the most economic coverage of recreational needs. Possible joint-powers agreements could be reached between the City of Lancaster and:

   - the local school districts
   - adjacent cities
   - the County of Los Angeles
   - Antelope Valley College
   - the Antelope Valley fairgrounds
   - Caltrans
   - utility companies
   - flood control district

8. Locate high cost recreational facilities, such as lighted tennis courts and baseball diamonds, swimming pools, teen or community centers, and cultural arts facilities at large parksites to make the most efficient use of its park acquisition, development, and maintenance dollar.

9. Develop new bicycle trails along major thoroughfares. Bicycle trails shall be clearly identified by signs, painted stripes and, if possible, a landscaped barrier to separate them from automobile traffic. The bikeway system shall be linked to City schools and parks wherever possible.

10. Require the dedication of recreational land, a fee in lieu, or a combination of both of developers of new residential subdivisions and planned unit developments. Revenue derived from these fees shall be used for park acquisition and development within the general area of the particular development they were collected from, as called for by the Quimby Act.

11. Require that park land dedicated to the City by developers of residential property meet minimal development standards as established by Ordinance.

12. Require that developers of industrial and commercial property adhere to a specific set of requirements for property-line setbacks, landscaping of their own property and of median islands, and underground utilities. The goal of such requirements shall be to locate parking facilities and utility lines out of view of passersby and to separate buildings from the street by a 20- to 40-foot wide landscaped setback. These developers shall be encouraged to set up an assessment district for the landscape maintenance of common areas.

13. Annex Lake Lancaster in preparation for its development by the City as a major regional park and recreation facility.

14. Encourage that recreational programs offered by the City become economically self-sustaining through user fees, registration fees, the sale of promotional items by team members, etc.

15. Evaluate the appropriateness of reducing the costs of City-supported park maintenance services through the formation of park assessment districts in which residents of neighborhoods surrounding each city park pay a fee to help cover the cost of maintenance.

16. Encourage the establishment of a non-profit foundation for the support of recreation, parks, and cultural arts so that donations and gifts from the community can be accepted and disbursed.

17. Encourage the beautification of entry points to the City and development of attractive parks, signs, rest stops and landscaped rights-of-way within clear view of passing motorists to differentiate the City from the surrounding countryside.

18. Develop and maintain attractively landscaped medians along major thoroughfares such as Lancaster Boulevard, Avenues J and K, 10th Street East, and 20th Street East, and other appropriate areas.

19. Exercise control over the size, appearance, location, and quantity of commercial signs along major thoroughfares. Such controls, together with the landscaping of the medians and parkways along these streets, will help to organize and beautify the City's appearance.

20. Consider the use of "transfer of development rights" to provide open space.

In addition to the application of the preceding policies, four specific management strategies are recommended: (1) land use controls in significant vegetative communities; (2) land use controls in flood-prone areas; (3) land use controls in hillside areas exceeding a 15 percent slope; and (4) development of parks and recreation facilities. Areas affected by these strategies are depicted on the Environmental Resources Management Plan (in the pocket in the back of this document). These include:

VEGETATION MANAGEMENT AREAS

These areas contain significant stands of Joshua trees and California juniper, the threatened Alkalai mariposa and Mojave spine flower, or fragile riparian and desert wash habitat. Development in accordance with the underlying land use designations can proceed provided that the following protective mitigation measures are taken:

Joshua Tree and California Juniper Habitat (south of Avenue L and west of 20th Street West)

a. Eighty (80) percent of existing Joshua trees and California juniper, or a percentage determined by a qualified botanist to be sufficient for the habitat's continued productivity, shall be retained.

b. On submittal of zone change application or subdivision map, whichever is precedent, the developer/owner shall include:

   (1) an aerial photograph of the site

   (2) a report by a qualified botanist which

      (a) depicts the location of each Joshua tree and California juniper on the site

      (b) discusses their age and health

   (3) a plan for the attainment of the above standard

   (4) a site landscaping plan

Alkalai Mariposa and Mojave Spine Flower Habitat (Areas bounded by 3rd Street East, 10th Street East, Avenue H, and Avenue I and (2) Division Street, 5th Street East, Avenue L, and Avenue M)

a. All Alkalai mariposa and Mojave spine flower vegetation, or a percentage determined by a qualified botanist to be sufficient for the habitat's continued productivity, shall be retained.

b. On submittal of zone change application or subdivision map, whichever is precedent, the developer/owner shall include:

(1) an aerial photograph of the site

(2) a report by a qualified botanist which

(a) depicts the location and distribution of Alkalai mariposa and Mojave spine flower on the site

(b) discusses their age and health

(3) a plan for their preservation

(4) a site landscaping plan

Desert Creeks and Washes

a. All riparian and desert wash vegetation determined to be significant and necessary for its continued productivity shall be preserved.

b. On submittal of zone change application or subdivision map, whichever is precedent, the developer/owner shall include:

(1) an aerial photograph of the site

(2) a report by a qualified botanist which

(a) depicts the location and distribution of significant riparian and desert wash vegetation on the site.

(b) discusses the significance of the vegetation and justifies the need for its preservation

(3) a plan for the preservation of those habitats considered significant

(4) a site landscaping plan

FLOODPRONE MANAGEMENT AREAS

For development to proceed, appropriate protective measures shall be implemented, subject to approval of the City Engineer. Such would require that the elevation of the project grade be at least one foot above the level of the "design flood"; the project could not adversely affect the drainage on adjacent properties; and any development or design features which would increase the level of the "design flood" by more than one foot shall be offset by approved design improvements (at the developer's expense).

HILLSIDE MANAGEMENT AREAS

a. Terrain where the average slope exceeds 15 percent are classified as "Hillside Management Areas." The objective of this classification is

to relate the number and distribution of structures and land uses to the topographic, geological, and hydrological conditions of the hillsides so that the terrain will retain its natural and scenic character, and the danger to life and property by the hazards of fire, flood water pollution, soil erosion, and land slippage will be minimized.

b. Consistent with these objectives, compatible uses have been identified for lands located within the Hillside Management Area. These uses include residences, recreation, agriculture, mineral extraction, and certain other uses commonly found in hillside areas.

Residential densities shall be limited to those defined in the table given below. It is intended that densities may be accumulated and developed in a "clustered" manner on the flatter lands, in a manner consistent with development in rural hillside areas.

Provision of open space in a natural state is also an important part of the Hillside Management Area concept. To this end a minimum of 75 percent of the Hillside area to be included within a development proposal shall be retained in a natural condition. Where the average slope of the property, or portion thereof, exceeds 50 percent, 90 percent of that portion of the property which exceeds 50 percent slope shall be retained in a natural condition. Within these required natural areas, replacement of vegetation required for fire suppression purposes or recreational riding and hiking trails (requiring minimum grading) will be permitted.

The following slope/development/open space standards shall apply to the designated Hillside Management Areas.

Average Slope	Max. Project DU/AC	Min. O/S
15 - 29.9%	0.5	75%
30 - 49.9%	0.2	75%
50%+	0.05	90%

Areas of one acre or more within the designated Hillside Management Area which have an average slope of less than 15 percent may be developed in accordance with the Non-Urban Category.

c. Roadway right-of-way requirements should vary to reflect the unique topographic characteristics of hillsides. When considering a specific project, the developer should work closely with the City Engineering and Planning Department to determine the minimum width necessary for health and safety.

PARKS AND RECREATION DEVELOPMENT

A comprehensive system of parks and recreation services is proposed to meet the needs of the residents of the City of Lancaster and surrounding area. Included are regional, neighborhood, and community parks, linear recreation corridors and greenbelts, bikepaths, and commercial recreation facilities. Elements of the proposed recreation system are illustrated on the Environmental Resources Plan and described in the following tables.

RECOMMENDED PARKSITE LOCATION, SIZE, AND RECREATIONAL FACILITIES

PROPOSED REGIONAL PARKS	PROPOSED COMMUNITY PARKS	PROPOSED NEIGHBORHOOD PARKS	PROPOSED SCHOOLS
1. Paralleling Antelope Valley Freeway, between Lake Lancaster and Civic Center Park: a combination bicycle path/par course approximately 185 acres in size.	1. Vicinity of 30th Street West and Lancaster Blvd: 30-acre park developed with basics plus tennis courts, wading pool, horseshoes, shuffleboard.	1. Vicinity of Ave. I and 20th Street East: 15-acre park developed with basics.	1. Southwest corner Ave. J-8 and 20th Street West: future high school.
2. Southeast of intersection of Ave. K and 15th Street East: a full-size golf course approximately 240 acres in size.	2. Vicinity of intersection of Antelope Valley Freeway and Ave. I: 30-acre park developed with basics plus community center, gymnasium, tennis courts, athletic field lighting, swimming pool, horseshoes, shuffleboard.	2. Vicinity of Ave. K-8 and 5th Street West: 15-acre park developed with basics.	2. Southwest of intersection of Ave. K and 20th Street West: future elementary school.
	3. Vicinity of Division Street and Ave. H-8: 30-acre park developed with basics plus athletic field lighting, tennis courts, shuffleboard and horseshoes.	3. Vicinity of Ave. K-8 and 20th Street West: 15-acre park developed with basics.	
	4. Vicinity of 10th Street East and Lancaster Blvd: 30-acre park developed with basics plus tennis courts, community center,		

PROPOSED REGIONAL PARKS	PROPOSED COMMUNITY PARKS	PROPOSED NEIGHBORHOOD PARKS	PROPOSED SCHOOLS
(Cont.)	alternate swimming pool site (if no pool built at High School) gymnasium, wading pool, shuffleboard, horseshoes. 6. Enlarge existing Rawley-Duntley Park by 10 acres; develop with community center, athletic field lighting, tennis courts, horseshoes, shuffleboard. 7. North of intersection of Ave. J-8 and 20th Street East: 30-acre park developed with basics plus tennis courts, swimming pool, athletic field lighting, horseshoes, shuffleboard. 8. Vicinity of Ave. K and 5th Street East: 30-acre park developed with basics plus swimming pool, tennis courts, athletic field lighting, community center, horseshoes, shuffleboard.		

LANCASTER POPULATION
AND PARK ACREAGE FIGURES

TYPE RECREATIONAL FACILITY	ACRES		
	Existing 1979	Proposed by Year 2000	Total Year 2000
Neighborhood Park Sites	4 sites--27 A.	5 sites (recommended 15 A. each)--75 A.	9 sites--102 A.
Community Park Sites	3 sites--93 A.	6 sites (recommended 30 A. each)--180 A.	9 sites--273 A.
Regional Park Sites	0		350 A.
Golf Course		165 A.	
Linear Park		185 A.	
School Sites			
Elementary (3 A. recreational facility credit each)	12 sites--36 A.	1 site--3 A.	13 sites--9 A.
High School and College (5 A. recreational facility credit each)	2 sites--10 A.	1 site--5 A.	3 sites--39 A.
TOTAL	166 A.	613 A.	779 A.
RECREATIONAL ACREAGE NEEDED AT 5 A. PER 1,000 POPULATION	Needed 1979: 325 A.	Needed 2000: 625 A.	Total Proposed 2000: 779 A.
DEFICIT OR SURPLUS ACREAGE	159 A. Deficit		154 A. Surplus

In addition, it is recommended that bikepaths be constructed along the following routes:

a. Avenue K between 35th and 30th Streets West;
b. 30th Street West between Avenues K and I;
c. Avenue I between 30th and 20th Streets West;
d. Avenue J between 30th Street West and Division;
e. Avenue J-8 between 30th Street West and Heaton Avenue;
f. Heaton Avenue between Avenues J-8 and J-10;
g. Avenue J-10 between Heaton and Gadsen Avenues;
h. Gadsen Avenue between Avenues J-10 and K;
i. 10th Street West between Avenues K and K-8;
j. Avenue K-8 between 10th Street West and the Antelope Valley Freeway;
k. Avenue K between Division and 5th Street East;
l. Avenue J between 10th and 20th Streets East;
m. Lancaster Boulevard between Division and 30th Street East;
n. 20th Street East between Division Boulevard and Avenue J-8;
o. 5th Street East between Avenues I and H-8;
p. Avenue H-8 between 5th and 3rd Streets East;
q. 10th Street West between Avenues I and H-6;
r. Avenue H-6 between 10th Street West and Fig Avenue;
s. 15th Street West between Avenues I and H-8;
t. 12th Street West between Avenues I and J;
u. Division between Avenue I and Lancaster Boulevard.

Programs recommended to implement the preceding policies and management strategies include:

1. Prepare an ordinance for the retention of Joshua trees and other significant vegetation.

2. Revise the subdivision ordinance to require the submittal of a vegetation inventory and landscaping plan for proposed development in Vegetation Management Areas and establish criteria for their review.

3. Adopt and enforce the resource management strategies outlined in the preceeding section of this plan.

4. The City shall survey the northwest Vegetation Management Area (VMA) and determine the location of creeks and washes therein. These shall retain the VMA overlay classification and all other floodprone areas excluded. Pertinent VMA standards shall apply to development within these areas thereafter.

5. As floodprone areas outside the City's corporate limits are annexed, surveys shall be conducted to delimit the location of creeks and washes therein. Those identified shall be assigned a VMA overlay and all development standards pertaining thereto shall apply.

6. Initiate procedures for the conduct of a regional archaeological reconniassance. Assess proposed developments a fee to finance the City's share of this study. The fee should be based on the type, scale, intensity, and density of uses proposed.

7. Initiate a consumer water conservation education program.

8. Investigate in association with the County of Los Angeles Engineer and Lahontan Regional Water Quality Control Board, the feasibility of the reuse of processed wastewater for agricultural, landscaping, maintenance, and other activities for which it may be appropriate.

9. Participate with the County of Los Angeles Engineer, Flood Control District and other appropriate agencies in the establishment and funding of a groundwater recharge program in the drainage areas of Little Rock, Amargosa, Anaverde, and Big Rock Creeks.

10. Prohibit the watering of exterior landscaping, except as required for specialized vegetative species, during the hours of 10:00 a.m. to 6:00 p.m., during the months of June through September.

11. Establish a revolving fund for the acquisition of unique ecological areas and significant natural features that are not already located on public lands. Matching funds from the State and Federal governments should be obtained whenever possible. The City should also

encourage the acquisition of similar parcels by private conservation organizations whenever possible.

12. Incorporate into the building permit process requirements for the stabilization of topsoil during construction activities. Such should include daily wetting of the soil, compaction, or coverage with protective techniques on windy days.

13. Develop a plan for the use of off-road vehicles in the City and its planning area. Generally, these should be banned from public streets, areas of significant vegetation, and areas of highly erosible soil. Specific off-road vehicle parks should be incorporated in the Parks and Recreation Development Plan.

14. Prepare a master landscaping plan for public rights-of-way and properties in the City. Emphasis should be placed on the establishment of landscaped focal points at key entries to the City, activity nodes, and major intersections. Native vegetation should be emphasized.

15. Prepare a master landscaping plan for flood control channels. Broad landscaped swales should be emphasized.

16. Coordinate with the County of Los Angeles Agricultural Commissioner and State of California the investigation and establishment of strategies increasing the feasibility of agricultural production in the City's planning area. Among the techniques which should be explored are subventions to pay a portion of the costs of water, lowering of property valuation, and enactment of the Williamson Act ("California Land Conservation Act").

17. Designate the drainage areas of the Little Rock and Amargosa Creeks which pass through the City and planning area as "potential resource extraction areas."

18. Incorporate into the zoning ordinance and building code provisions for the protection of solar access for each developable parcel of land.

19. Revise building codes, as necessary, to allow for the incorporation of solar energy systems into new and existing construction.

20. Revise building code standards, as necessary to reduce the heat gain and loss of new structures.

21. Enforce the provisions of the land use plan for the establishment of activity centers throughout the City and reduction of "strip" commercial.

22. Prepare a comprehensive parks and recreation master plan.

23. Develop the vacant five-acre parcel of neighborhood park land owned by the City northeast of the intersection of Avenue J and 20th Street West. This additional urban park could help ease the overuse of both Jane Reynolds and El Dorado Parks.

24. Place the majority of the park acquisition budget into parcels 20 to 50 acres in size.

25. Pursue a vigorous program of park acquisition. A park funding program should be established, which would include:

- general revenue funds
- developer fees in lieu of provision of land (Quimby Act)
- State and Federal sources
- contribution of land and facilities by developers.

26. Establish a non-profit foundation for the support of recreation, parks, and cultural arts so that donations and gifts from the community can be accepted and dispersed.

27. Conduct a study assessing the need and feasibility of establishing park and recreation user fees.

28. As a function of the City Department of Parks and Recreation and Economic Development Committee, encourage the operators of commercial recreational facilities, especially community theaters, gymnasiums, skating rinks, riding stables, and miniature golf courses to locate in Lancaster. Such encouragement could take the form of favorable leases on City-owned land, deferred payment of City sales taxes for a specified length of time, etc.

29. Negotiate a joint powers agreement with the public school districts, allowing supervised after-hours and weekend use of school grounds by the general public. The two facilities perceived as most needed near residents' homes--a teen center and a multi-purpose recreation center--and the two facilities seen as most lacking in the community at large--could all conceivably be provided by the City in this way, probably for no more than the cost of a recreation leader, materials, and whatever schoolground maintenance the program caused to be necessary. Locating these faclities at several public schools around the City would help assure that they would be near the majority of users' homes.

30. Enact an ordinance requiring developers to dedicate land for parks and open space within new housing developments.

31. Include the provision of facilities for bicycle and pedestrian use in the design of all future local parks and subdivision if feasible.

32. Conduct an expanded recreation needs survey that would yield the opinions of 2% of the City's population to enhance reliability.

33. Pursue the annexation of the Lake Lancaster area.

34. Establish an ordinance to implement the "transfer of development rights" concept for the acquisition of open space, recreation lands, and historic sites. This process should only be initiated by the City and would involve:

a. designation of areas by the City which are currently zoned for use which should be preserved as open or recreation space as a potential "transfer of development rights" parcel (TDR);

b. as the City or landowner seeks to develop a TDR parcel, the City should seek to find owners of other parcels who wish to obtain development rights greater than permitted by the zoning on their property and negotiate with these a financial sale, or transfer, of development rights from the parcel to be used for recreation or preserved to the other parcel;

c. the City must determine, in a formal, circulated report, that the transfer of development rights will

(1) not incur significant economic costs to the City and its residents,

(2) not accrue significant adverse environmental effects,

(3) not incur incompatibilities among adjacent land uses,

(4) not be accompanied by a change of zoning or General Plan designation on parcels adjacent to the parcel to which development rights are being transferred,

(5) not exceed the capacity of public service systems required to support the greater use; and

(6) not adversely affect the long-term development phasing of the City.

35. Establish procedures and standards (by the City Engineer and County Drainage Maintenance District) for the recreational use of flood channels.

36. Establish bicycle paths in selected highway corridors.

37. Plan and establish cross-town linear parks containing jogging, bicycling, and equestrian trails. These shall be developed in utility easements, flood control channels, and other opportune rights-of-way.

5. Noise Element

Existing Noise Conditions

Major sources of noise within the urban areas of the City of Lancaster are vehicular traffic, aircraft operations, and railway operations. In certain areas, noise from industrial operations is also significant. Throughout most of the non-urbanized areas, however, the absence of major noise sources results in a quiet environment typical of most rural and suburban areas.

Existing noise levels are depicted on Plate I of the full text General Plan document. The following are summary conclusions regarding the existing noise environment in the City:

1. Generally, the City of Lancaster is quiet, with about 60% of the population residing in areas with an Ldn less than 60 dB(A). However, a significant portion of the population, 13.6%, is exposed to high noise levels (Ldn greater than 65 dB(A)).

2. The most significant sources of high noise levels are the Southern Pacific railroad and Air Force Plant 42. These two noise sources are responsible for the greatest percentage of high noise exposure within residential areas.

3. Road traffic, particularly on Avenues J and I, 10th Street West, and the Antelope Valley Freeway, is a significant local noise source.

4. Road traffic is responsible for high noise levels at several sensitive land use areas. Potentially major noise conflict areas are listed in the following table. The incompatibility is termed potential because the land use was evaluated only at a general level. Site specific acoustic analysis is necessary to confirm and determine the nature and extent of the noise problem. It should be noted that the potential noise impacts on Antelope Valley Hospital and Lancaster Community Hospital are mitigated by the setbacks of these structures from the local roadways.

POTENTIAL NOISE CONFLICT AREAS

Moderately Impacted Land Use	Source
Parkview School	Avenue J
Antelope Valley Hospital	Avenue J
Lancaster Convalescent Hospital	Avenue J
Slightly Impacted Land Use	
Antelope Valley High School	Lancaster Boulevard and Division Street
Lancaster Community Hospital	10th Street West
Joshua School	Air Force Plant 42
Minimally Impacted Land Use	
Antelope Valley Hospital	15th Street West
Antelope Valley College	Avenue K and 30th Street West
Antelope Valley High School	Southern Pacific Railroad
Paraclete High School	Air Force Plant 42
Sierra School	Air Force Plant 42

Future Noise Conditions

In planning for noise control, it is necessary to estimate what the future noise environment may be like. Accordingly, noise levels for the year 2000 were forcast (Plate II of the full text document). The General Plan Land Use Map (in the pocket of this document) depicts those areas exposed to noise levels exceeding an Ldn of 65 dB(A).

Summary conclusions regarding the future noise environment are as follows:

1. Based on future land use plans, the percentage of the City's population exposed to noise levels greater than an Ldn of 75 dB(A) will be eliminated and the percentage exposed to levels greater than 70dB(A) will be slightly reduced. However, a significant proportion will still be exposed to noise levels above an Ldn of 65 dB(A) (13.1%), and a significantly greater number of people (28,967 people in year 2000 as opposed to a current 6,202 people) will be exposed to these high noise levels due to the substantial anticipated increase in the City's population. These projected noise levels are the result of anticipated substantial increases in rail traffic and continued operation of AFP 42 in conjunction with Palmdale International Airport. If operations at AFP 42 are substantially reduced or eliminated, a major proportion (about 60%) of the noise impact within the City will be reduced.

2. Even though substantial increases in road traffic are expected in the City, local noise exposure along the roads is expected to decrease slightly due to widened roads, slower speeds, and lower vehicle noise.

3. The expansion of residential land use to outlying areas of the City will increase traffic noise slightly along local roads.

The following table indicates the future population noise exposure:

	Ldn Noise Exposure, dB(A)			
Residential Land Use	Greater than 70*	70-65	65-60	Less than 60
Non-Urban				
No. of People	140	1,902	6,029	14,569
% of Population	0.06	8.7	2.7	6.6
Single Family				
No. of People	152	11,254	37,180	79,792
% of Population	0.07	5.1	16.9	36.3
Multifamily (MR)				
No. of People	242	3,186	13,000	22,925
% of Population	0.1	1.4	5.9	10.4

Multifamily (MR 2)				
No. of People	5,699	6,392	6,626	10,733
% of Population	2.6	2.9	3.0	4.9
Total				
No. of People	6,233	22,734	62,835	128,019
% of Population	2.8	10.3	28.6	58.2

*Areas exposed to a noise exposure in excess of an Ldn of 75 dB(A) are omitted due to the small number of areas affected.

SOURCE AND OPERATIONAL CONTROLS

While the control of noise sources is primarily a Federal responsibility, the City of Lancaster can act as a leading local force to attain source noise reductions. For example, the City should use its economic and political influence to encourage the development of source controls through legislative recommendations and suggestions for research and development programs, as well as support of and participation in Regional, State, and Federal programs for noise abatement. The City could also take the lead in purchasing motor vehicles and other mechanical devices that have been specifically designed to minimize noise output.

Unlike source controls, operational controls require more positive action by the local government. For example, the City should work with the various agencies that are responsible for major transportation facilities. For each facility, operational characteristics should be evaluated and regulated to insure a minimum of noise. In addition, a City noise ordinance should be developed to act as a guide in adopting regulations as needed. Without this ordinance, noise regulation within the City may become haphazard.

LAND USE AND DEVELOPMENT CONTROLS

The most important aspects of noise abatement efforts are suitable land use and development controls. While several strategies are available, land use restrictions and building code restrictions are the most viable and are the primary concern. Land use restrictions are directed toward prohibiting or avoiding land uses that are incompatible with high noise levels, while building code restrictions serve to reduce receiver sensitivity to the noise environment. Immediate implementation of these two strategies is necessary as zoning (land use restriction) is effective primarily when it precedes development, and development will rapidly increase in the future due to possible construction of Palmdale International Airport.

COORDINATION, SUPPORT, AND MONITORING ACTIVITIES

Control of noise exposure will involve various agencies to implement the future noise ordinance. Over a short range of time, land use restrictions based on noise exposure contours require a static noise environment. Thus, when procedures that produce a minimum noise exposure are defined, operating characteristics should be standardized. For example, use of standardized flight tracks and climb profiles at Palmdale International Airport would help insure stable noise levels on a day-to-day basis. There can be no meaningful basis for defining land use compatibility when the noise exposure is constantly changing.

Over a long-range period, the noise environment is expected to change, hopefully in the direction of lower noise levels. The implementation of noise abatement programs, the use of quieter vehicles and machinery, changes in demand for transportation or industrial services, and increases in population in the Lancaster area are a few of the factors that will cause the noise environment to change with time. For this reason, it is imperative that noise exposure contours used for zoning purposes be periodically updated.

Because of the need to maintain an up-to-date set of noise exposure contours, coupled with requirements for the development and implementation of noise abatement strategies, it is important that specific individuals within the City be assigned to handle noise exposure problems. They should also be responsible for informing and educating citizens about the effects of noise, as well as the City's efforts to reduce noise exposure. Other responsibilities would involve coordinating the activities of County, State, and Federal agencies, recommending and monitoring the programs of these various agencies, and seeking funds for conducting noise abatement programs.

Noise Goals, Policies, and Programs

Goal

It shall be the goal of the City of Lancaster to ensure that its residents are free from excessive noise and abusive sounds such that: (a) sufficient information concerning the City noise environment is provided for land use planning; (b) strategies are developed for abatement of excessive noise levels; and (c) existing low noise levels are maintained and protected.

In defining this goal, primary emphasis should be placed on protecting the general public from noise levels which may be hazardous to hearing. Second in importance is the minimization of noise induced stress, annoyance, and activity interference.

Policies and Programs

It shall be the policy of the City of Lancaster to:

Issue One: Source and Operational Controls

1. Encourage and enforce State noise abatement requirements on all vehicles and stationary sources.

2. Restrict commercial trucks to designated high-use corridors, excepting those necessary to carry out local construction and deliveries.

3. Encourage the Southern Pacific Transportation Company to maintain railway lines properly and establish operational restrictions in areas where adjacent uses would be adversely impacted.

4. Encourage the Air Force to continue to limit Plant 42 operations to 6:00 a.m. to 10:00 p.m. and pursue traffic pattern modification to reduce noise impacts on the City of Lancaster.

5. Isolate industries whose operations are characterized by high levels of noise from sensitive uses (residential, health care facilities, schools, places of public assembly, etc.) and require adequate buffering from other uses.

6. Encourage the California Department of Transportation to develop, in an expeditious manner and in accordance with Federal and State mandates, a noise attenuation buffer along sections of the Antelope Valley Freeway which are at grade or elevated.

7. Encourage the Southern Pacific Transportation Company to develop a noise attenuation buffer along its corridor.

Issue Two: Land Use and Development Controls

1. Require that in areas exceeding an Ldn of 65 dB(A):

   a. Limit residential development to one unit per existing parcel cut or one acre, whichever is smaller, unless:

      (1) A noise attenuation buffer (concrete block wall, berm, etc.) is constructed which reduces the noise level impacting the site below an Ldn of 65 dB(A), or;

      (2) dwelling units can be sited outside of the Ldn of 65 dB(A) contour.

   b. Exclude all critical noise-sensitive uses (e.g. schools, health care facilities).

   c. Classify as a "Noise Impact Management Area."

2. Utilize maximum anticipated, or "worst case," noise conditions as the basis for land use and development controls, as a means to prevent future incompatibilities.

3. Develop a City noise ordinance that includes noise level limits for residential, commercial, and industrial land uses for construction activities; and for motor vehicles operating within the City.

Issue Three: Coordination, Support and Monitoring Activities

1. Update noise standards and criteria as knowledge in the field of noise expands and new insights into its effects on urban and rural life are gleaned.

2. Establish a periodic noise monitoring program to measure changes in ambient noise levels as a means to evaluate the effectiveness of source controls and impacts on urban and rural uses.

3. Monitor factors influencing the year 2000, or "worst case," noise exposure levels and, as significant changes occur (e.g. traffic volumes and routing, flight operations, railroad use, technology, rate of development), prepare revised noise contours. As noise contours shift, appropriate land use and development controls shall be applied to newly impacted areas.

4. Coordinate with the California Department of Transportation and Federal and local transportation agencies in developing overall noise mitigation programs.

5. Reduce the future impact of excessive noise from all major sources by the judicious use of technology, planning and regulatory measures.

6. Encourage the City of Los Angeles Department of Airports to use a noise monitoring system at Pamdale International Airport and the U.S. Air Force at Plant 42 to document noise generated from aircraft operations and detect changes over time.

7. Solicit funds from appropriate levels of government to underwrite the costs of noise abatement programs.

8. Initiate a site-specific noise analysis of the areas exposed to noise levels exceeding an Ldn of 65 dB(A) attributable to U.S. Air Force Plant 42 to determine the validity of the A.I.C.U.Z. study.

RECOMMENDED MAXIMUM EXTERIOR NOISE LIMITS[1]

(Levels not to be exceeded more than 30 minutes in any hour)

Land Use	Median A-Weighted Level (L50) at Property Line in dB	
	Daytime	Nighttime
One and two family residential	50[2]	45
Multi-family residential and public areas	50[2]	50
Commercial	65	60
Light industrial	70	70
Heavy industrial	75	75

[1]Adapted from "Model Community Noise Control Ordinance," Office of Noise Control, California Department of Health, April, 1977. See reference for noise level adjustments for noise intrusions which are not continuous or which have unusual characteristics.

[2]As recommended by the County of Los Angeles, Department of Health Services, letter of 3 March 1980.

MAXIMUM NOISE LEVELS FOR CONSTRUCTION EQUIPMENT[1]

Equipment	Maximum A-Weighted Level at 50 Feet in dB
Earthmoving	
front loader	75
backhoes	75
dozers	75
tractors	75
scrapers	80
graders	75
truck	75
paver	80
Materials Handling	
concrete mixer	75
concrete pump	75
crane	75
derrick	75
Stationary	
pumps	75
generators	75
compressors	75
Impact	
pile drivers	95
jack hammers	75
rock drills	80
pneumatic tools	80
Other	
saws	75
vibrators	75

[1]Guide Specifications, Public Building Service 4-01100, paragraph 44.8, General Services Administration.

MAXIMUM NOISE LEVELS FOR MOTOR VEHICLES[1]

a. Measured at 50 feet, any time and any condition:

	Speed Limit of 35 mph or Less	Speed Limit of More Than 35 mph
Any motor vehicle with a manufacturer's gross vehicle weight rating of more than 10,000 pounds and any combination of vehicles towed by such motor vehicle	86 dBA	90 dBA

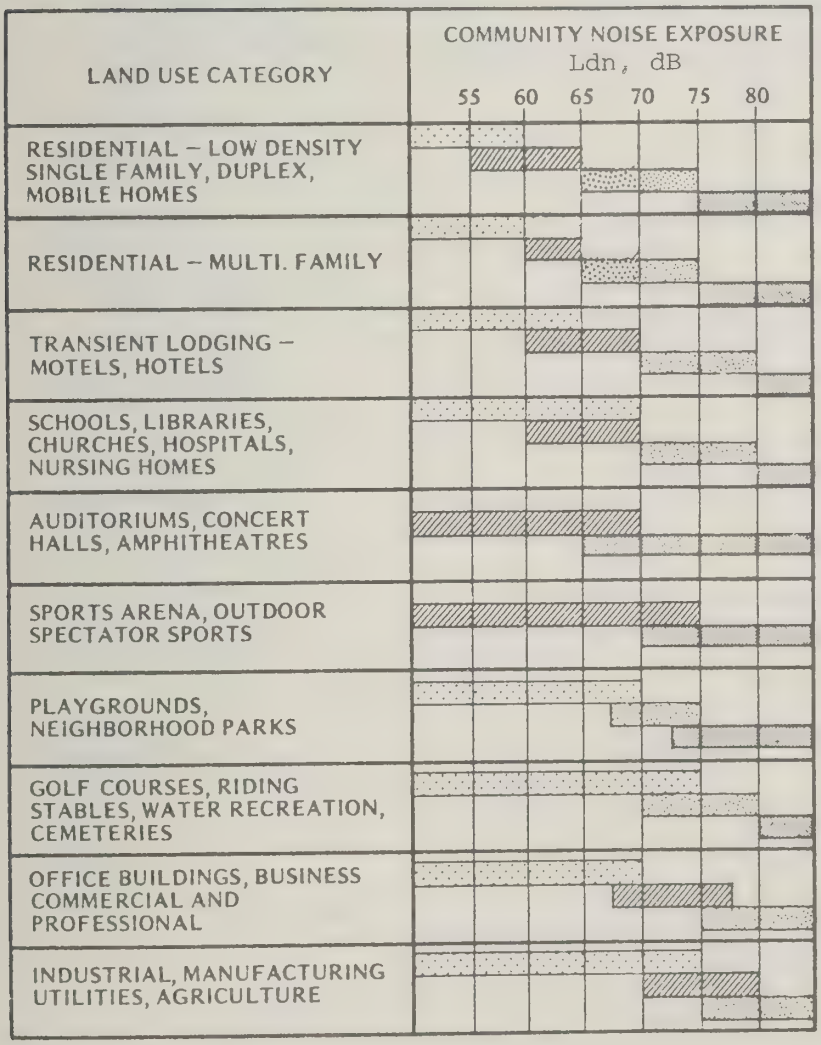
	Speed Limit of 45 mph or Less	Speed Limit of More Than 45 mph
Any motorcycle other than a motor-driven cycle	82 dBA	86 dBA
Any other motor vehicle and any combination of vehicles towed by such motor vehicle	76 dBA	82 dBA

b. Measured at 50 feet within a speed zone of 35 miles per hour or less on level streets:

Any motor vehicle with a manufacturer's gross vehicle weight rating of 6,000 pounds or more and any combination of vehicles towed by such motor vehicle	82 dBA
Any motorcycle other than a motor-driven cycle	77 dBA
Any other motor vehicle and any combination of vehicles towed by such motor vehicle	74 dBA

[1]California Vehicle Code, Sections 23130 and 23130.5.

LAND USE COMPATABILITY FOR COMMUNITY NOISE ENVIRONMENTS



INTERPRETATION

NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

NORMALLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

6. Seismic Safety Element

The City of Lancaster is located in close proximity to the San Andreas fault, which crosses the southwestern corner of its planning area. This fault has a maximum probable Richter magnitude of 8.0+ and a recurrence interval of 50-200 years. These estimates are based primarily on probable length of fault rupture and past seismic history.

Seismic Shaking Zones (I, II)

The City is included in two of the three basic seismic shaking zones. These zones are determined by three factors: distance from an active fault (San Andreas); the maximum earthquake that can be expected on that fault; and the underlying soil conditions. Zone I would be exposed to the highest seismic shaking intensities; Zone II, relatively lower; and Zone III, the lowest, is not in the City. Zone I could theoretically experience earthquake producing ground accelerations in bedrock exceeding .50g (g represents the force of gravity), and Zone II between .40g and .50g. Corresponding modified Mercalli intensities for the zones would be roughly equivalent to the following ranges: IX to X for Zone I, and VIII to IX for Zone II. It is important to note that these are maximum values anticipated for the maximum credible earthquake. Their probability of occurrence must be evaluated, along with the site conditions and intended land usage, before values can be used for design or construction purposes. The following chart summarizes ground acceleration and modified Mercalli intensities for the zones.

Seismic Shaking Zone	Bedrock Acceleration	Modified Mercalli Zone
Zone I	0.50g	IX to X
Zone II	0.50g-0.40g	VIII to IX

Liquefaction

Liquefaction, one of the most important secondary seismic hazards, can be described as a "quicksand" condition. A large area potentially subject to liquefaction is located in the northwestern part of the City. In liquefaction, a total loss of foundation support is caused by a shock (usually an earthquake of significant magnitude). This condition is the result of a sudden decrease of shearing resistance in a cohesionless soil (such as sand), accompanied by a temporary increase in pore-water pressure.

Definition of Risk

Three basic categories of risk are as follows:

1. Acceptable Risk - The acceptable risk category includes hazards in which the threat to life or property is not severe enough to require specific action by government. "Tolerated Risk" has been suggested as another name for this category.

2. Unacceptable Risk - This category includes hazards in which the dangers to life and property are serious enough to warrant specific government action. Unacceptable risks also include all situations where there is no effective regulatory control to investigate and monitor the hazard.

3. Avoidable Risk - Avoidable risks are hazards in which the danger may be reduced by establishing policies that physically avoid, or at least mitigate, the risk. This category includes all situations in which a risk can clearly be lessened by careful structuring of a project.

Issues Related to Risk:

Issue One: Protection of Existing Population and Development

a. Earthquake-Hazardous Buildings, High-Rise and Critical-Use Structures

Of primary concern in evaluating seismic hazards is the identification of buildings likely to suffer significant damage during a strong earthquake. Many of these are old buildings, others are critical-use structures located in active or potentially active fault zones.

In the City, the most significant critical-use structure located near an active fault zone is the Antelope Valley Hospital. The hospital, located at Street West and Avenue J has beds and offers medical and surgical care and emergency room service.

b. Dam Safety

The seismic safety of dams relates to the possible failure of a dam during an earthquake. This can result from ground rupture if the fault passes beneath the dam, as with Harold Reservoir, or from ground shaking caused by the earthquake. Secondary seismic phenomena such as landsliding, seiching or liquefaction can also lead to dam failure.

Of particular note are two dams--Fairmont and Littlerock--which have restrictions for maximum water level height for safety reasons. Although no comprehensive analyses of the seismic safety of these dams has been made, an investigation program by the State Division of Dam Safety has been started. Completion of the program is expected to take several years. Each of these dams could cause flooding in Lancaster in the unlikely event of a sudden and total failure that releases a full reservoir.

Fairmont Buttes probably would drain in an easterly direction along Avenues H and I. Flood waters would then collect and drain north to Edwards Dry Lake.

Littlerock Dam would drain in a northerly direction through the communities of Littlerock and Sun Village, and continue northerly on the east side of 50th Street East.

Harold Reservoir would drain in a localized area surrounding the site and could also spill northerly into Palmdale, across the PMD site and northerly through Lancaster along 30th Street East and 40th Street East.

c. Linear Systems (Roads, Utilities and Pipelines)

Damage to utilities caused by earthquakes could have a serious effect on the population even beyond the primary-impact areas. Vital support services that could be affected include: water, gas, and electrical power supplies; communication; transportation; sewage disposal; and storm drainage.

The most obvious corridor is the State Aqueduct which lies directly atop the San Andreas Fault as it passes through the Antelope Valley and the planning area of the City of Lancaster. The aqueduct, however, was designed with consideration of potential seismic activity, and contains safety devices to prevent extensive water loss.

d. School Safety

The 1933 Long Beach earthquake resulted in passage of the Field Act, which established minimum earthquake safety standards for construction of public school facilities. Under the provision of this Act, as well as more recent legislation, schools not meeting minimum standards by 1977 are prohibited from further use unless rehabilitated or replaced.

Issue Two: Seismic Consideration for Future Development

a. Seismic Hazard Zone

The Alquist-Priolo Special Studies Zones Act designates major active or potentially active fault zones. There are no major active or potentially active fault zones in the City of Lancaster. The San Andreas Fault Zone in the southwest of the City's planning area is the nearest fault to the City.

b. Seismic Shaking Zones

These zones were determined by the relative intensity of seismic shaking that could be expected to result from an earthquake on the San Andreas Fault. Because it is the only known active fault, it is the most probable source of a major earthquake affecting the City.

The use of these zones is considered to be valid for evaluating the suitability of most land uses, except for the most important or critical. Delineation of these zones is not intended for use in defining seismic design criteria, although there is a general correlation between these zones and the increasing ranges of anticipated ground acceleration.

Seismic shaking zones for the City are, in effect, a refinement of the national seismic zonation used for the Uniform Building Code (which includes all of California in Zone III, the high-risk zone). It must be remembered, however, that seismic response for a given site will depend on whether it is underlain by bedrock or by alluvium (as is Lancaster), and on the general level of shaking intensity.

Seismic Safety Goals and Policies

Goals

It shall be the goal of the City of Lancaster to:

1. Reduce loss of life, bodily injury, and property damage due to seismic events.

2. Reduce economic and social dislocations due to seismic events.

Policies

It shall be the policy of the City of Lancaster to:

GENERAL POLICIES RELATED TO BOTH ISSUES

1. Establish and enforce standards and criteria to reduce unacceptable levels of seismic risk.

2. Require all new developments and existing public facilities comply with established seismic safety standards.

3. Adopt and enforce selective land use and building regulations in areas of high seismic hazard.

4. Review and improve seismic site design and construction requirements for vital facilities and upgrade those not meeting current earthquake-resistance standards.

5. Advocate improved seismic safety programs for schools.

6. Improve seismic design and construction standards for facilities housing dependent populations.

7. Establish programs to provide for the needs of affected populations in earthquake response and recovery operations.

8. Advocate for detailed site evaluations and improved seismic design and construction standards for linear system nodal facilities (e.g. power distribution stations).

9. Advocate for improved earthquake insurance programs.

10. Encourage research on the relationship between geologic conditions and the risks associated with earthquakes.

11. Develop greater public awareness and understanding of potential seismic risks.

12. Improve governmental cooperation and communication by providing active leadership in the field of seismic safety planning.

Issue One: Protection of Existing Population and Development

1. Review earthquake resistance of dams and strengthen these where necessary to meet State standards.

2. Evaluate seismic vulnerability of facilities that manufacture, process, handle, or store dangerous materials (such as explosives, flammable, or toxic materials).

3. Reduce risks associated with hazardous old buildings through action programs, including but not limited to renovation, occupancy reduction, and selective demolition.

4. Provide relocation assistance to persons and businesses temporarily or permanently dislocated from hazardous old buildings due to action by the City.

5. Improve current disaster response programs and increase inter-jurisdictional coordination.

Issue Two: Seismic Hazards for Future Development

1. Require that new construction be designed to withstand the ground shaking expected for Seismic Zone I.

2. Require that new critical-use facilities be designed with substantial seismic consideration for Seismic Zone I, and with full thought to their regional significance.

Seismic Safety Policy Implementation Strategies

Following is an integrated set of recommended actions for implementing the preceding policies. These actions relate to: existing programs; strategy options; major land-use concerns; and specific land-use planning and development control implications.

HAZARD REDUCTION STRATEGIES

Methods of mitigating the effects of earthquakes fall into three basic categories:

a. Hazard Abatement - This is the most positive method of hazard reduction, but it also is the most controversial because it involves the elimination of an existing hazard, usually at a substantial cost to the owner. Demolition of old earthquake-vulnerable buildings is an example of the hazard abatement. Possible relocation requirements caused by this strategy can have a significant negative social impact.

b. Impact Reduction - This strategy involves the use of measures that would minimize the adverse effects of future earthquakes. It includes both reactive efforts (i.e., emergency or contingency plans after a disaster) and standards for construction.

c. Hazard Avoidance - Most important at the land-use planning level is the strategy of avoidance. Advanced knowledge of the types and severity of hazards within a planning area makes it possible to identify land uses that would be most compatible with the risk. Thus, areas of unacceptable risk can be avoided, or they can be utilized only for limited types of land use.

While abatement and avoidance strategies have traditionally played subordinate roles to the impact reduction strategy, they are deserving of more attention. Most significant in the current and long-range planning of the City is the avoidance of strategy. This strategy relies primarily on preventative or avoidance measures, such as restrictive zoning, designation of special study zones in high hazard areas, and adequate building setbacks.

SETTING PRIORITIES

The following criteria should be used to establish priorities so that judgment can be made regarding allocation of limited funds to the most critical areas or problems. In order of importance, these criteria are:

a. Significant and impending threats to human life or safety.

b. Unacceptable levels of potential economic loss.

c. Potential for widespread social disruption.

d. Significant threats to future population or development.

e. Problems that are not likely to result in loss of life, property damage, or social disruption.

PRIORITY ACTION CATEGORIES

Based on the foregoing criteria, priority action categories for Lancaster were established. In descending order of importance, they are:

a. Vital or critical-use structures.

b. Protection of future growth and development.

c. Emergency preparedness.

d. Earthquake-hazardous old buildings.

e. Concentrations of dependent populations.

f. Dams in the vicinity of existing urban areas.

g. Facilities that process, manufacture, or store dangerous (toxic, flammable or explosive) chemicals or materials.

VITAL OR CRITICAL-USE STRUCTURES

a. The City Engineer should identify and evaluate hospitals and police and fire facilities not meeting current seismic site, design and construction standards in the area.

b. The City should consider the inclusion of additional important or critical-use structurs in Facilities Vital in Emergencies (Subsection 2314 of the Building Code). Such additional structures should include, among others, schools, high-rise buildings (or other high-cost, high-occupancy facilities), power systems (e.g. electrical stations), and plants that manufacture or handle dangerous products.

c. The Lancaster City Council should advocate and support adoption of State legislation requiring improved site design and construction standards for emergency service facilities, such as fire and police facilities, emergency operations control centers, and emergency communication centers.

d. The Building Section should use as a guideline the seismic zones and attendant response spectra for modification of the City Building Code to bring it into conformance with expected seismic conditions resulting from future earthquakes.

e. All critical facilities constructed prior to 1948 should be reviewed by a structural engineer for potential hazards. Since many of these structures have regional impact, the source of funding for the inspection program ought to be at the regional level.

f. Advocate detailed site evaluations and improved seismic design in construction standards for those linear systems essential to the provision of critical services (i.e., water supply, roadways, power, communication, etc.).

g. Review and improve seismic site design and construction requirements for vital facilities and selected facilities where needed to meet current earthquake resistant standards.

h. Require the upgrading or demolition of all critical care and educational facilities found to be in non-compliance with seismic design standards.

i. Solicit funding as available from federal and state sources to accomplish the above.

j. The City Council should advocate and support re-introduction of State legislation that would require all existing emergency service facilities to comply with modern seismic design and construction standards.

k. The City Council should encourage the State Public Utilities Commission to establish adequate seismic design and construction standards for utility systems.

PROTECTION OF FUTURE DEVELOPMENT

a. Establish and enforce design standards and criteria (e.g. micronization study) to reduce seismic risk.

b. Require all new development and selected classes of existing development to meet established seismic safety standards.

c. Make available to builders, realtors, and other interested parties findings of the Seismic Safety Element.

d. By resolution, the City Council should advocate and support reintroduction of State legislation that would require rural facilities to comply with modern seismic design and construction standards.

e. The City Engineer should evaluate the applicability of Ordinance No. 10717 (effective August 24, 1973) to the City. This ordinance, which revises the earlier edition of the Uniform Building Code (UBC) was established to provide greater earthquake safety. However, the revised Code (similar to the 1973 UBC) recognizes only one seismic shaking intensity zone for the area (the same intensity that is recognized for the entire State of California).

f. The City should include considerations of seismic and geologic hazards in its zoning ordinance. Land use allocations should be compatible with the various degrees and types of geologic and seismic risk in the City.

g. The City Council should encourage the expansion of functions of the County's Engineering Geology Section to include:

   (1) Research, evaluation, and mapping of general geologic and seismic conditions within the area.

   (2) Geologic and seismic safety review procedures for zoning, subdivision, and major building permit requests.

h. By resolution, the City Council should advocate and support:

   (1) A requirement of geologic reports on seismic hazards (differential subsidence) to be submitted for development proposals within special study zones.

   (2) Increased geologic and seismic research and mapping at the County, State and Federal levels.

   (3) State legislation providing reduced tax assessment for properties subject to geologic hazard.

i. In cooperation with the U.S. Geologic Survey and the California State Division of Mines and Geology, geologic mapping programs for the hill areas in the City's planning area should be accelerated.

j. The U.S. Geological Survey and the California Institute of Technology should be supported in ongoing and future seismic instrumentation programs. These programs include:

(1) U.S.G.S., Vertical Performation Control Program sprint leveling of existing vertical control network.

(2) U.S.G.S., Gravity Survey Program (needed for more precise location of concealed major faults).

(3) U.S.G.S. and C.I.T., Strain Monitoring Program along active faults (needed to determine more accurately the state of activity of faults).

(4) U.S.G.S., C.I.T., U.S.C., Seismoscope and Strong Motion Instrumentation Program (an accelerated effort must be made to place seismic recording instruments on various soil rock types for a better understanding of earthquake effects).

k. A program to effectively lower the groundwater in the potential liquefaction areas to at least 30 feet below the surface should be evaluated as to feasibility.

EMERGENCY PREPAREDNESS

a. Community programs that train volunteers to assist police, fire, and civil defense personnel how to perform effectively after an earthquake should be supported.

b. Legislation requiring regular earthquake disaster drills in all public and private elementary, intermediate, and secondary schools should be sponsored. Drills should include student evacuation and on-campus supervision, and they should be augmented by a community awareness campaign emphasizing how, when, and where children would be reunited with their parents.

c. The City Council should support the addition of a mandatory earthquake-hazards education program to the State-required school curricula.

d. An ordinance should require the preparation of emergency-response plans for facilities housing dependent populations.

e. The City Council should authorize the necessary staff and funding to coordinate with the County Disaster Services Coordinator in order to continually review and update inter-agency disaster response plans.

f. The City Council should request the Board of Supervisors to expand the function of the County Disaster Services Section to provide greater coordination between local, State and Federal jurisdictions, as

well as other disaster-response organizations, such as the American Red Cross.

g. The City should prepare contingency plans for the provision of emergency water supplies and sanitary facilities in the Lancaster area.

h. The City, in cooperation with the County, should advocate the preparation of guidelines for disaster-response and recovery operations. These guidelines, which should be undertaken by the Public Utilities Commission in cooperation with the County and utility companies, would establish priorities, areas of responsibility, and provision for mutual assistance agreements.

i. The appropriate departments should organize and conduct periodic earthquake disaster drills. These drills would be carried out in cooperation with the County and other involved jurisdictions and agencies.

j. The City Council should authorize an investigation to determine the feasibility of a computerized disaster-response program similar to the Federally-sponsored Firescope Program.

k. Upon adoption of this Element, the City should establish a Seismic Safety Review Committee to oversee the implementation of this Element. This committee should be composed of the Director of Planning, the City Engineer, and at least one representative from each of police and fire protection service agencies.

l. The Seismic Safety Element should be reviewed by the City Planning Department annually and should be comprehensively revised every five years or whenever substantially new scientific evidence becomes available.

EARTHQUAKE HAZARDOUS BUILDINGS

a. Encourage the establishment of educational programs to inform property owners and residents of seismic hazards in the City of Lancaster.

b. Conduct a survey to identify all non-residential structures which do not conform to current seismic design standards.

c. Encourage the reduction of risks associated with hazardous buildings through such mechanisms as renovation, occupancy reduction and selective demolition.

d. Legislation that would provide State financial assistance to privately owned hospitals should be sponsored so that inadequately-designed and constructed facilities can be strengthened to resist earthquake impacts.

e. Public Health and Safety Codes should be revised to authorize the County Engineer to conduct an investigation of potentially hazardous buildings.

f. The City Engineer should be given the authority to:

(1) Conduct an inventory and selective evaluation of potentially hazardous buildings in high seismic shaking zones in the City.

(2) Identify building occupancy type, value, and age.

(3) Establish priorities for the renovation, demolition, or occupancy reduction of identified hazardous buildings.

g. State legislation should be sponsored to provide income tax incentives for repair or demolition of earthquake-hazardous buildings.

h. The appropriate City department should identify the provisions of State and Federal tax laws that enable hazardous old buildings to function as tax shelters.

i. The City should take advantage of State and Federal relocation assistance programs to assist persons and businesses displaced from hazardous old buildings.

j. The City should work closely with insurance company representatives in developing improved earthquake insurance programs.

k. A phased program for demolition of hazardous buildings should be developed and implemented for those buildings where other risk reduction measures are not feasible.

l. Present seismic study findings using slide presentations and workshop meetings to schools, agencies related to aged, handicapped, etc., and seismically susceptible industries.

m. Establish appropriate media for reaching different segments of County communities (Spanish-speaking) and conduct presentations.

n. Present findings to appropriate civic groups.

o. Encourage State, Federal, and other governmental agencies to intensity research on seismic and other geologic hazards.

p. A program of building inspection should be initiated to identify all structures in the City that do not meet modern earthquake standards for construction and conform to design criteria of the modified City Building Code.

q. The Building Section should establish and implement a program for the orderly elimination of hazardous buildings.

CONCENTRATIONS OF DEPENDENT POPULATIONS

a. The City Council should advocate and support legislation that would expand and finance provisions of the Field Act to include private facilities.

b. The City Engineer should review current building code requirements for facilites housing dependent populations in the City. Code requirements should be improved where needed.

DAMS IN THE VICINITY OF EXISTING URBAN AREAS

a. The California Department of Water Resources should review the Seismic Safety Element and forward comments regarding dams and the aqueduct to the City Planning Director.

b. The City Engineer should maintain contact with the Office of Emergency Services and obtain accurate inundation maps as soon as they become available.

FACILITIES THAT PROCESS, MANUFACTURE OR STORE DANGEROUS (TOXIC, FLAMMABLE OR EXPLOSIVE) CHEMICALS OR MATERIALS

a. An ordinance should be adopted defining hazardous industries or facilities subject to serious accidents resulting from strong earthquakes.

b. The City Council should authorize the appropriate agency to conduct a survey to evaluate potential hazards and to recommend guidelines or procedures for the safe handling, processing, manufacture or storage of dangerous materials. Special studies should be made for industries and facilities in this category that will serve the proposed Palmdale International Airport.

c. Adequate authority should be established to inspect such facilities and to enforce adopted regulations.

7. Public Safety Element

Principal concerns of this Element area:

1. Brush Fire Hazards - Dangerous situations resulting from fire in brush covered environments (natural or man-made), including potential impacts due to erosion.

2. Urban Fire Hazards - Dangerous situations resulting from fire in residential, commercial, and industrial facilities, caused by structural conditions, accidents, or maliciousness.

3. Geologic Hazards - Geologic activity (other than seismic events) that threatens the safety and welfare of citizens, such as slope instability, subsidence, differential settling, erosion, and other bedrock or soil-related problems.

Two additional areas of concern have been suggested by the California Office of Planning and Research for inclusion in the Safety Element. The first is flood hazards, and the second, crime-prevention aspects of land use development, such as defensible space.

Flood hazards are discussed in the Environmental Resources Management Element and, therefore, will not be considered in this Element.

The concept of defensible space is a relatively new approach to the problem of crime prevention. It is based on the use of physical planning and structural design as a deterrent to crime at the community level. As yet, this concept has not been developed to the level of preciseness that would allow for clear and direct land use policies directed at crime prevention. The most important findings relate to street lighting.

To respond to civil disobedience, earthquakes, and other emergency situations, the City has adopted a Community Emergency Preparedness Program.

URBAN FIRE HAZARDS

a. Fire-Hazardous Buildings

A fire-hazardous building is a structure which upon ignition will permit rapid internal spread of fire. Fire-hazardous buildings are characterized by open stairwells, obsolete heating and ventilation systems, and worn or substandard wiring. Combined with flammable furnishings, combustible interior construction and wood exteriors, these buildings permit human carelessness or maliciousness to cause disaster.

Often, fire-hazardous buildings are older structures that provide low-cost housing for the poor or the elderly. Older buildings also house a variety of commercial and light-industrial enterprises. Generally, these structures are limited to the historic center of the City, within the quadrant defined by Avenues H-8 and J, and 10th Street West and Division Street.

b. Residential Fires

Residential fires occur for a variety of reasons, many of which involve human factors, such as accidents associated with cooking, heating, smoking, and matches. Although residential fires typically involve single dwellings or buildings, there is always the danger that these fires could spread out of control over a large area, particularly in residential areas utilizing untreated wood-shingle roofs and wood exteriors.

c. Indoor Public Assembly Facilities

"Indoor public assembly facility" refers to all indoor facilities where large groups of peole are gathered in generally unfamiliar surroundings. Such facilities include entertainment and recreational establishments, as well as public and semi-public institutions. Examples of this type of indoor facility are found in Lancaster and are: churches, movie theaters, bars and restaurants. Some of these buildings may not conform to current fire regulations since they were either built prior to present-day codes or were not covered by the retroactive requirements of State codes. Older buildings with wiring that was installed according to former building codes comply with State and City laws, but would not be considered adequate if they were measured by present building standards. In the event of a fire, there is concern for mass-panic response by large numbers of people and the ability to provide medical aid in such buildings.

d. Schools

Improvements in the design and construction of new schools, as well as modifications to existing schools, can provide a reasonable degree of safety. Removal of buildings that cannot be brought up to minimum requirements, in addition to an aggressive fire safety inspection program, can also help to eliminate fire hazards in schools.

Most accidential fires that occur in schools do not involve the structure, and, therefore, most losses are relatively small. However, major losses can result from fires caused by vandalism during periods in which schools are not occupied. Such fires invariably reach significant size before discovery. Some school districts have employed guards or installed fire detection devices, automatic fire sprinkler protection, sensors, and burglar alarms to combat this problem. Although this is more typically an inner city problem, vandalism can occur in Lancaster, and, therefore, the City can monitor this problem and establish a course of action should it become appropriate.

BRUSH FIRE HAZARDS

Since 1913, when records were established, the City of Lancaster and its planning area have experienced a number of significant grassland and weed fires. Foothill areas of the City's planning area in the southwest, have been subject to the brush and forest fires that periodically plague the Sierra Pelona and San Gabriel Mountain ranges.

Brush fires are caused by the proper combination of vegetation, climate, slope and people. In the City, the warm, dry climate causes brush growth on vacant parcels. When the growth dies off in the summer heat, and in combination with windblown tumbleweeds, these lots can be a fire hazard to neighboring property. Although these fires consume small acreage, they represent the most significant brush fire hazard to the City residents.

SOIL-RELATED HAZARDS

a. Shrink-Swell Potential

Most of the City of Lancaster is characterized by soils of low shrink-swell potential that do not represent a problem for foundation construction. An exception is the area north of Lancaster Boulevard and west of 10th Street West, where soils are classified as highly expansive and warrant special design considerations.

Shrink-swell conditions in the City's planning area are similar to those within the corporate limits. Most areas exhibit low potential. High shrink-swell potential is found in the area generally between Avenue I to Avenue J to 75th Street West and north of the City between 40th Street West and Sierra Highway.

b. Soil Erosion Hazard

Soils in most of the City are classified as slightly or moderately erosible. Since the City is basically flat, erosion results primarily from the intense winds which periodically blow across the desert floor and the seasonal runoff from rainstorms in major drainage courses.

Small areas of the City's planning area, along the foothills, exhibit high and very high erosibility. Winds in these areas aggravate the problems of blowing dust.

c. Subsidence

An area around and to the east of the City of Lnacaster has experienced the most significant subsidence in the Antelope Valley. Since 1929, total maximum subsidence has been approximately 3.4 feet. Recently, its settling has been at a rate of 0.3 feet per year. Generally, this subsidence is not sufficiently severe to damage or constrain developments.

Risk Definition

Hazards jeopardize the health, safety and welfare of the public. While natural and man-made hazards of some kind and degree are always present, it is important to determine how much risk is acceptable. The following is a framework that can be used by the community in considering risk acceptability and unacceptability.

1. Acceptable Risk - Any situation in which the chance of injury, damage or loss is low enough so that no specific government action is deemed necessary.

2. Unacceptable Risk - Any situation in which the chance of injury, damage or loss is sufficient to require specific government action.

3. Avoidable Risk - Any situation in which the chance of injury, damage or loss can be reduced by achieving alternative policies that mitigate or avoid the risk.

For each hazard, it is desirable to determine the degree of risk present and the potential methods for managing the situation. All levels of risk can be expected for each hazard; thus, risk mangement must be broad enough and flexible enough to account for diverse possibilities.

Issue One: Fire Hazards

Fire hazards can be considered an avoidable risk. Although the propensity for urban and brush fires remains high, protection of life and property and reduction of adverse impacts can be improved by proper preventative measures and emergency service. To maintain this improvement, fire protection management for urban fires must depend on four areas of existing opportunity.

Foremost is public attitude. It is essential for the public to be aware of the dangers of fire and to cooperate in adhering to fire preventative regulations. In addition, citizens can continue to reduce risk through demand for better protection in older buildings and public buildings, legislative efforts for non-flammable clothing and furnishings, and parental guidance to young children.

In addition, risk is reduced by the low-density character of most of the area's residential development. This prevents fire from spreading and reduces the number of lives affected by any single emergency. Increasing urbanization in the future, however, will change this characteristic. As densities increase, careful planning to ameliovate potential risk must be considered. Finally, numerous existing programs, ordinance, and codes indicate the active nature of the fire protection program, as supported by the City residents. The ongoing nature fo these programs reduces risk in new as well as older construction.

Several problems related to fire hazards require more detailed discussion.

1. Population Growth - Increased population and expanded urban development will create a demand for additional fire protection services. These additional services will be required for homes, commercial establishments, industry, and public facilities. Increased surveillance will also be needed for aging structures. The development of a hazardous situation in these older buildings will depend on maintenance by occupants or owners, as well as the continued application of existing and proposed fire safety ordinances.

2. Dispersed Population Settlement - A dispersed population and settlement pattern is characteristic of rural portions of the planning area. This dispersion requires greater public expense for the equipment that is needed to provide adequate service to outlying areas. If these additional services are not provided, it can take an excessive amount of time for fire equipment to reach a distant area.

3. Access - In this case, access refers to the ability to enter or leave an area in the event of an emergency. In other words, fire equipment must be able to reach a given site, and in the event of wildland fires, it must be possible to evacuate the resident population. In either case, problems can be caused by topographic obstructions, subdivision design, or narrow rights-of-way. Compounding the problem in the case of brush fires is the fact that resident evacuation and fire services delivery must occur concurrently. This can cause delays in the delivery of services, and may also lead to the need for more expensive special equipment.

4. Water Supply - Inadequate water supply can hamper efforts to control urban fire hazards. This is particularly true for many of the small mutual water companies that have relatively little storage capacity surrounding the City. Water District Number 4, on the other hand, has two water storage tanks that provide sufficient reserve water to meet most emergencies. In many situations, the fire department must depend on water sources other than standard underground piping, e.g., department tankers, irrigation ponds and channels, or homeowners' emergency reservoirs. In addition, periodic fluctuations in water pressure can render piped water insufficient, jeopardizing personal safety and increasing public expense. In general, this problem has been resolved by requiring underground pipline to be large enough to provide sufficient pressure, flow rates, and duration.

5. Multi-Story-Buildings

   Development of the City of Lancaster is likely to be accompanied by an increased number of multi-story buildings. These buildings are especially sensitive to fire hazards due to the concentration of a large number of occupants. Multi-story structures are also dependent on internal mechanical systems (e.g. ventilation, water availability and pressure, and elevators), and there is a high potential for disaster due to the failure of any of these systems. Therefore, procedures for emergency response by fire and rescue teams and

internal disaster evacuation plans must be predetermined. In addition, access of personnel and equipment to upper stories, as well as evacuation of building occupants, is a major problem.

6. Brush Fire Hazards

The presence of vacant parcels in the City can represent a fire hazard unless adequate brush and weed abatement programs are enforced. In those situations where vacant parcels are permitted to collect windblown tumbleweeds and to grow wild natural grasses, neighboring properties are endangered. Complete removal of all brush and grasses by discing will remove the fire hazard but causes a dust problem. Since discing is the easiest method of weed abatement, it is often relied on. Perhaps more difficult and equally fire preventative would be the removal of tumbleweeds and cutting and removal of grasses.

Brush abatement, a traditional form of fuel modification, has saved many structures and lives. However, rising prices for this service, combined with Air Pollution Control District burning regulations, have decreased the homeowner's ability to afford these services on an individual basis. Because of the proven success of brush clearance practices, it may be necessary to establish new methods of financing and management, such as special districts, neighborhood associations, or direct City involvement.

Issue Two: Geologic Hazards

1. Soil-Related Problems

Generally, the soil-related hazards, such as subsidence, expansive soil, settlement, and poor percolation can be avoided or mitigated. While these can result in economic loss to homeowners, they do not pose a threat to life and are not usually considered an unacceptable risk. Most of these hazards can and should be eliminated by appropriate application and enforcement of grading and building codes during construction.

2. Slope Stability Problems

Landslides and related slope instabilities are, for the most part, non-existent in the City of Lancaster. Where they do exist in the planning area, they can and should be mitigated in the planning or construction stages of development, either by prohibiting construction within a slide area (avoidance) or eliminating the risk by corrective grading or other stabilization measures.

Safety Policies

It shall be the policy of the City of Lancaster to:

GENERAL POLICIES RELATED TO ALL ISSUES

1. Establish and enforce programs for the reduction of fire and geologic risk.

2. Review and update disaster preparedness and emergency response capabilities as necessary.

3. Require all new development and selected classes of existing development to meet and establish fire and geologic safety standards.

4. Encourage improved fire and geologic hazard insurance programs.

5. Encourage public education programs pertaining to fires and geologic problems.

Issue One: Fire Hazards

1. Vehicles carrying hazardous materials should be routed along transportation corridors that reduce public exposure to risk.

2. Urban development should be carefully controlled in areas with identified brush fire hazards, except in areas where fire retardant planning and/or fuel removal have reduced the fire hazard, to the satisfaction of Fire Authorities.

3. Weed abatement and brush clearance programs should be continued by the City to reduce fire hazards to property adjacent to vacant land.

Issue Two: Geologic Hazards

1. Establish site criteria for areas with geologic problems, and prohibit construction if these criteria are not met.

2. Pursue programs and practices for dealing with erosion, settlement, and other soil-related hazards.

3. Encourage continued research in the field of geologic hazard reduction.

1. The City Planning Department should refine criteria for identifying unacceptable risk and establish a procedure for incorporating these criteria into the decision-making process of City government.

2. The City should regularly review their emergency response capabilities and closely coordinate its Plans with the County Disaster Services Section as well as State and Federal agencies dealing with disaster preparedness.

3. Community programs should be established that train volunteers to assist police, fire, and civil defense personnel during and after a major earthquake, fire or flood.

4. Upon adoption of the Safety Element, consideration should be given to establishing a review committee to oversee the implementation of the Element and to advise the City Council of implementation progress.

5. The Safety Element should be reviewed by the Planning Department annually and should be comprehensively revised every five years or whenever substantially new scientific evidence becomes available.

6. An inventory should be taken and regularly updated of potentially fire hazardous buildings.

7. Identification of the building should include occupancy type, value, and age as well as the social and economic characteristics of the occupants.

8. Priorities should be established for the renovation, demolition or occupancy reduction of identified potentially hazardous buildings.

9. There should be regular inspection of institutional, industrial and indoor public assembly areas.

10. The City Building Department should require geologic investigations of all sites determined to be in geologically hazardous zones prior to granting building permits.

11. Consider advocating the expansion of State and Federal relocation assistance funds and programs to aid persons and businesses displaced from hazardous buildings.

12. Encourage installation of smoke detectors in residences within the City.

13. The County Department of Urban Affairs should be encouraged to study a system of required fire insurance to be developed in conjunction with a subsidy and hazard abatement-incentive program

(second priority) that would be of benefit to Lancaster and its planning area.

14. The school districts in the City should develop a fire education program in the public schools.

15. Education programs should be initiated in lower grades using displays and demonstrations that would expose younger children to the nature and strength of fire. Such programs should tend to replace their natural curiosity with a sense of respect.

16. Exhibits and presentations should be encouraged in secondary schools which demonstrate the more involved aspects of fire dynamics, i.e., major contributing factors to fire hazard and the relationship of fire to the natural ecology. Encourage parental cooperation and assistance in overall fire education programs.

17. An ordinance defining hazardous materials should be adopted.

18. The City should conduct negotiations with trucking and rail companies to route hazardous material along acceptable corridors.

19. The City should enforce emergency response methods in the event of disaster situations.

20. The County Road Department should be encouraged to minimize the possibility of roadside fires through brush, weed, and trash removal.

21. Maintain present fire hazard programs.

22. The City should establish and enforce a weed abatement and brush removal program that reduces the hazard of fire, yet permits sufficient vegetation to prevent dry dust conditions.

23. Establish more intensive geologic review procedures for zoning, subdivision and major building permit requests.

24. Conduct ongoing study of codes and provisions that will result in desirable code changes as new technology is devised.

25. Identify and evaluate unacceptable landslide risks and slope stability problems, and potential abatement opportunities.

26. Perform geologic investigation of all sites determined to be in geologically hazardous zones prior to granting of building permits.

27. Establish geologic mapping program at a scale of 1:24,000.

28. Establish more intensive erosion control for zoning, subdivision and major building permit requests.

29. Continue and intensify programs to identify and monitor subsidence.

30. Research, evaluate, map, and periodically update a general geotechnical data base.

8. Air Quality Element

Air quality monitoring in the City of Lancaster (as indicated in the following table) demonstrates that oxidants, non-methane hydrocarbons, and total suspended particulates have been a problem in the Lancaster area. The high oxidant season ("smog season") extends from May to September, with Federal air quality standards being exceeded approximately 25% of the time. A significant proportion of the oxidant problem in the City of Lancaster is due to the transportation of contaminants from the South Coast Air Basin into the Southeast Desert Air Basin (SEDAB).

NUMBER OF DAYS AIR QUALITY DID NOT MEET STANDARDS
AT THE LANCASTER MONITORING STATION

Parameter	1971	1972	1973	1974	1977
Oxidant (1-hour)	83	92	134	75	102
CO (8-hour)	0	1	0	0	ND[1]
NO_2 (1-hour)	0	0	0	0	ND
Non-methane HC	128	169	149	170	ND
Particulates (24-hour)[2]	-	-	56%	44%	2%

[1]No data.

[2]Particulates are percent of observation.

Source: Department of Transportation, 7AA, 1979, P. 113; and South Coast Air Quality Management District, October, 1978.

Future Conditions

Future development in the City of Lancaster, as described by the various scenarios in the Land Use Element, may result in a substantial increase in local emissions and possibly cause further degradation of air quality in the Antelope Valley by offsetting air quality improvements expected through implementation of controls suggested by the Air Quality Management Plan for the South Coast Air Basin (SCAQMD and SCAG, January, 1979). While it is nearly impossible to accurately estimate effects on air quality resulting from cumulative short-term emissions, such as emissions from construction work, and long-term emission from future industrial plants, comparative emissions based on the expected population changes due to the various land use scenarios can be determined. The following table indicates that substantial emission increases in NO_x, SO_x, particulates, and hydrocarbons and organic gases can be expected, while potential increases in CO emissions will be offset by future stringent automobile exhaust standards currently legislated. Actual future air quality in Lancaster will be determined by the effect of air quality plans for both the South Coast and Southeast Desert Air Basins and the interface of these plans with future regional transportation and growth plans.

TOTAL MOBILE AND STATIONARY EMISSIONS (tons/day)[1]

Pollutant	Current 1979	Future Land Scenarios (Land Use Element) E-O W/O PMD[2]	E-O W/PMD	D-150 W/O PMD	D-150 W/PMD	Capacity (from Land Use Map)
CO	19.974	6.463	9.266	11.539	14.343	19.239
NO_x	6.354	7.134	9.219	11.509	13.598	18.287
SO_x	7.167	10.691	13.412	17.011	19.669	27.091
TSP (Particulates)	0.989	1.219	1.432	1.780	2.152	2.868
Hydrocarbons Organic Gases	1.725	1.156	1.602	2.002	2.447	3.303

[1]Mobile emissions based on an estimate of 3.6 vehicle trips/person/day with an average trip length of 5.5 miles and emission factors from South Coast Air Quality Management District, Air Quality Handbook for Environmental Impact Reports. Stationary emissions based on estimated energy use (Lancaster Land Use EIR).

[2]Palmdale International Airport.

RELATIONSHIP BETWEEN AIR QUALITY AND VEHICLE USE

Motor vehicles are the source of approximately 70% to 95% of the total amount of each of the major pollutants emitted locally. Despite the fact that substantial reductions in auto emission have been brought about by federally mandated improvements in emission controls, significant violations of air quality standards still occur and are predicted to occur in the future. In the complex relationship of vehicle use and air pollution, the City of Lancaster has effective jurisdiction only over land use practices. Land use controls can affect the nature and distribution of commercial and residential uses which generate auto trips and can affect the supply and utilization of parking facilities.

Land use control should internalize air quality considerations that are aimed at minimizing the need for auto use, minimizing auto trip length, and maximizing the use of alternative forms of transportation. Because the auto is the focus of the existing transportation system, the present land use pattern is oriented toward scattered residential and commercial development. This type of spatial distribution serves to make public transit ineffective and bicycle and pedestrian travel inadequate, leaving the auto as the only means of providing convenient transport for necessary work, shopping, and personal trips.

The City can utilize its control over the nature, location, and intensity of land uses in a manner which applies strong disincentives to developments which would encourage single-occupant and/or single-purpose auto trips. Similarly, incentives can be employed to promote developments which concentrate and/or mix uses in a manner which would result in decreased miles traveled and a reduction in auto dependence.

COSTS OF AIR POLLUTION

The costs of air pollution include increased and additional cleaning costs, increased costs for medical treatment, loss of income due to sickness and decreased function, and damage to ornamental and food crops. Another cost directly associated with air pollution could be federal sanctions that may be applied if the Antelope Valley region does not demonstrate, through its air attainment plan (AQAP), how local air quality is to achieve standards. Sanctions could include the withholding of federal highway construction funds and federal grants for sewage treatment and other public facilities.

IMPROVING AIR QUALITY

Plans for improved air quality must recognize that pollutants do not respect jurisdictional boundaries, and, as such, air quality within the City will be determined by the success of pollution controls imposed throughout the entire region. The air quality plans currently being developed by the Air Resources Board will demonstrate how this area proposes to attain air quality standards in the future.

Because the local Antelope Valley air basin has a limited capacity to dilute pollutants, strategies aimed at limiting emissions must be geared to ultimate thresholds established for the problem pollutants. The Air Quality Attainment Plan should address the air resource "holding capacity" or "budget." This complicated technical problem involves defining an area's threshold for pollutants in order to determine allocation of the remaining capacity. In this regard, local agency cooperation with these efforts is needed to ensure optimum land use/air quality planning. In the interim, until the region's "holding capacity" has been defined, major development proposals should be thoroughly evaluated for adverse air quality effects.

Air Quality Policies and Programs

It shall be the policy of the City of Lancaster to:

1. Consolidate patterns of urban and suburban development to minimize vehicle miles traveled and concomitant air pollutants.

2. Locate public services, commercial uses, and places of employment in close proximity to residents to minimize vehicle miles traveled and concomitant air pollutants.

3. Disperse urban service centers (libraries, post offices, social services, etc.) to minimize vehicle miles traveled and concomitant air pollutants.

4. Locate potential significant sources of air pollutants (e.g. medium industry) in areas which will not adversely affect adjacent or regional land uses.

5. Encourage the development and expansion of public transportation systems to reduce air pollutants.

6. Promote air quality that is compatible with health, well-being and enjoyment of life by the prevention of property and vegetative change and deterioration of aesthetic quality which result from air pollutants.

7. Enforce federal, state and local air quality standards.

8. Encourage the South Coast Air Quality Management District to maintain the local station to monitor air quality.

City of Lancaster General Plan

Residential
- NU1 Non-urban (1 unit/2.5 ga)
- NU2 Non urban (1 unit/1 ga)
- RL General Residential (1-3 du/ga)
- R Residential (3-7 du/ga)
- MR Multiple (7.1-15 du/ga)
- MR2 Multiple (15.1 du/gu)

Commercial
- RC Regional
- SRC Sub-regional
- C General

Industrial
- LI Light Industrial
- MI Medium Industrial

Other
- P Public Facilities
- S Schools
- PK Parks
- H Hospitals
- B Airport Buffer
- O Open Space

Resource Management Areas
- Floodprone
- Vegetation
- Noise
- HM Hillside
- City Boundary

0 Miles 1 2 3

Planning Area

80th Street West

Fox Field

Avenue I

40th Street West

Avenue H

30th Street West

Avenue E

Avenue C

Avenue N

Avenue L

Avenue K

Avenue J

20th Street West

10th Street West

Division Street

10th Street East

20th Street East

30th Street East

40th Street East

Edwards Air Force Base

U.S. Air Force Plant 42

Avenue M

Proposed Palmdale International Airport

80th Street East

Prepared by Envicom Corporation Adopted 7 April 1980 • Resolution 80-16

ster General Plan

Other

- P — Public Facilities
- S — Schools
- PK — Parks
- H — Hospitals
- B — Airport Buffer
- O — Open Space

Resource Management Areas

- Floodprone
- Vegetation
- Noise
- HM — Hillside

City Boundary

0 Miles 1 2 3

Planning Area

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80th

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Resource Management Areas
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- HM Hillside

Note: Aggregate Uses of Less than 10 Acres are Not Depicted

EXISTING RECREATION FACILITIES
- Existing Bikepath
- Existing Community Park
- Existing Neighborhood Park

PROPOSED RECREATION FACILITIES
- Proposed Bikepath
- Proposed Community Park
- Proposed Neighborhood Park
- Proposed Regional Park

0' 1000' 5000'

Environmental Resource Management Plan
City of Lancaster General Plan

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